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ABSTRACT

Designed especially for the use of the foreign-born who are preparing themselves for their naturalization examinations as applicants for United States citizenship, this textbook contains thirty lessons which tell about the government in the United States and about the kind of Constitution upon which it is founded. The text of each of the thirty lessons is introduced and summarized. Activities such as discussion questions, projects, field trips, and completion and multiple choice questions are suggested for each lesson. Black and white figures and illustrations are amply used to help present concepts. Long lists of words and their definitions conclude each lesson. The content sequence begins by discussion groups and group membership. The history of the government and Constitution is related, followed by detailed examination of the processes and functions of local, state, and federal governments. A glossary and reproductions of the Declaration of Independence and the Constitution of the United States are provided. A related document is ED 059 111. (Author/KSM)

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FEDERAL TEXTBOOK ON CITIZENSHIP

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Our Constitution and Government

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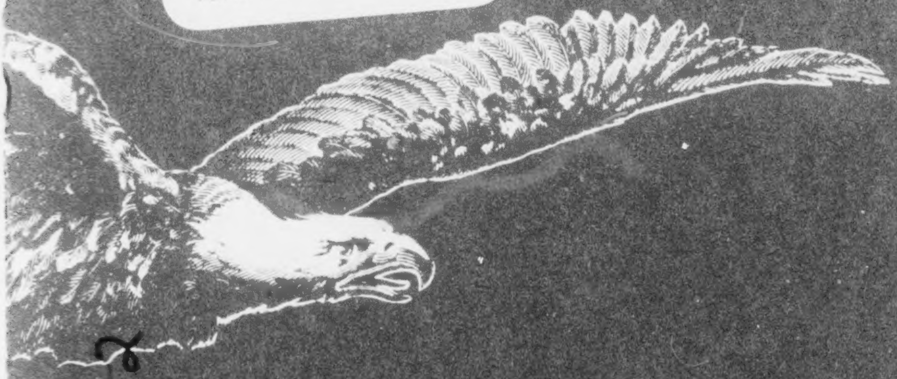

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ED 085314

Federal Textbook on Citizenship

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OUR CONSTITUTION AND GOVERNMENT

Lessons on the Constitution and
Government of the United States
for Use in the Public Schools by
Candidates for Citizenship

DEPARTMENT OF JUSTICE
IMMIGRATION & NATURALIZATION SERVICE

Prepared by
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UNITED STATES DEPARTMENT OF JUSTICE

IMMIGRATION AND NATURALIZATION SERVICE

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The land of the free

Figure 1

The Statue of Liberty

FOREWORD

Citizenship of the United States is a priceless treasure. It guarantees, to the person who possesses it, many valuable rights and privileges. At the same time, it requires that the citizen shall meet the obligations and perform the duties necessary to safeguard this country from any possible enemy—whether within or outside its borders.

This textbook is designed especially for the use of the foreign-born who are preparing themselves for their naturalization examinations as applicants for United States citizenship. These 30 lessons tell about the kind of Government we live under, and about the Constitution upon which it is founded.

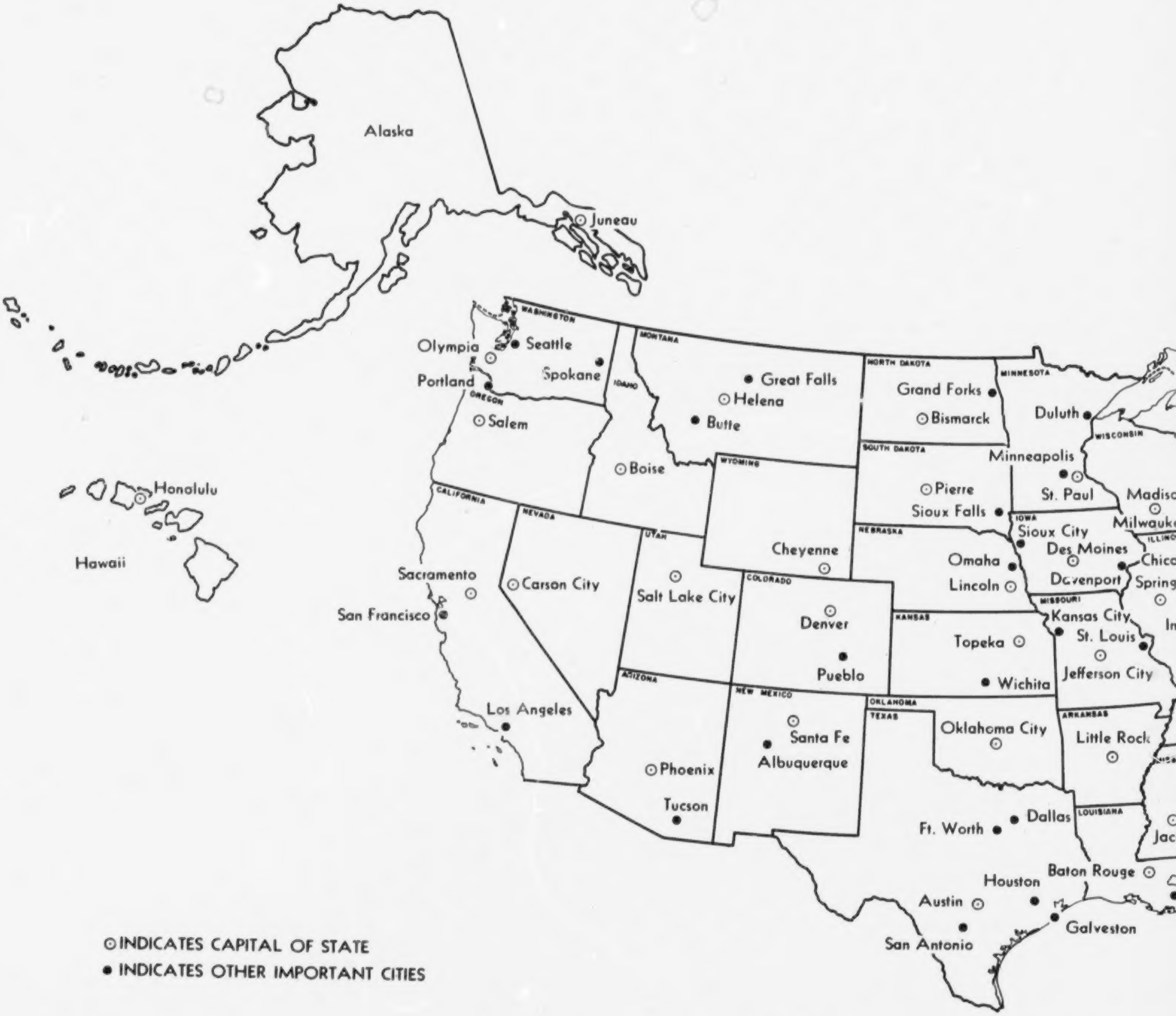
Anyone who studies these lessons will not only learn a great deal about our country and how its Government operates, but will be a better citizen because of such study.

Commissioner of Immigration
and Naturalization

NOTE ON THE USE OF WORDS

In writing about so large a subject as Government it is not always easy to use short and simple words that are readily understood by persons who have newly learned our language. For this reason, readers of this book will find that each long or hard word is printed in *Italic type* the first time it is used. At the end of each chapter, all the words that have been printed in italic type in that chapter will be found explained according to the particular sense in which each word has been used. At the end of the book, all of these words and their explanations are printed again, arranged in alphabetical order.

It is believed that an understanding of the most of these words will prove useful to students of this book in all of their future reading about our life and Government.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Hawaii
Honolulu
WASHINGTON
Olympia
Seattle
Spokane
Portland
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Salem
IDAHO
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Great Falls
Helena
Butte
NORTH DAKOTA
Grand Forks
Bismarck
MINNESOTA
Duluth
Minneapolis
St. Paul
WISCONSIN
Madiso
Milwauk
SOUTH DAKOTA
Pierre
Sioux Falls
WYOMING
Cheyenne
CALIFORNIA
Sacramento
San Francisco
Los Angeles
NEVADA
Carson City
UTAH
Salt Lake City
COLORADO
Denver
Pueblo
NEBRASKA
Omaha
Lincoln
IOWA
Sioux City
Des Moines
Davenport
ILLINO
Chica
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KANSAS
Topeka
Wichita
MISSOURI
Kansas City
St. Louis
Jefferson City
ARIZONA
Phoenix
Tucson
NEW MEXICO
Santa Fe
Albuquerque
OKLAHOMA
Oklahoma City
TEXAS
Ft. Worth
Dallas
Houston
Austin
San Antonio
Galveston
ARKANSAS
Little Rock
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Baton Rouge
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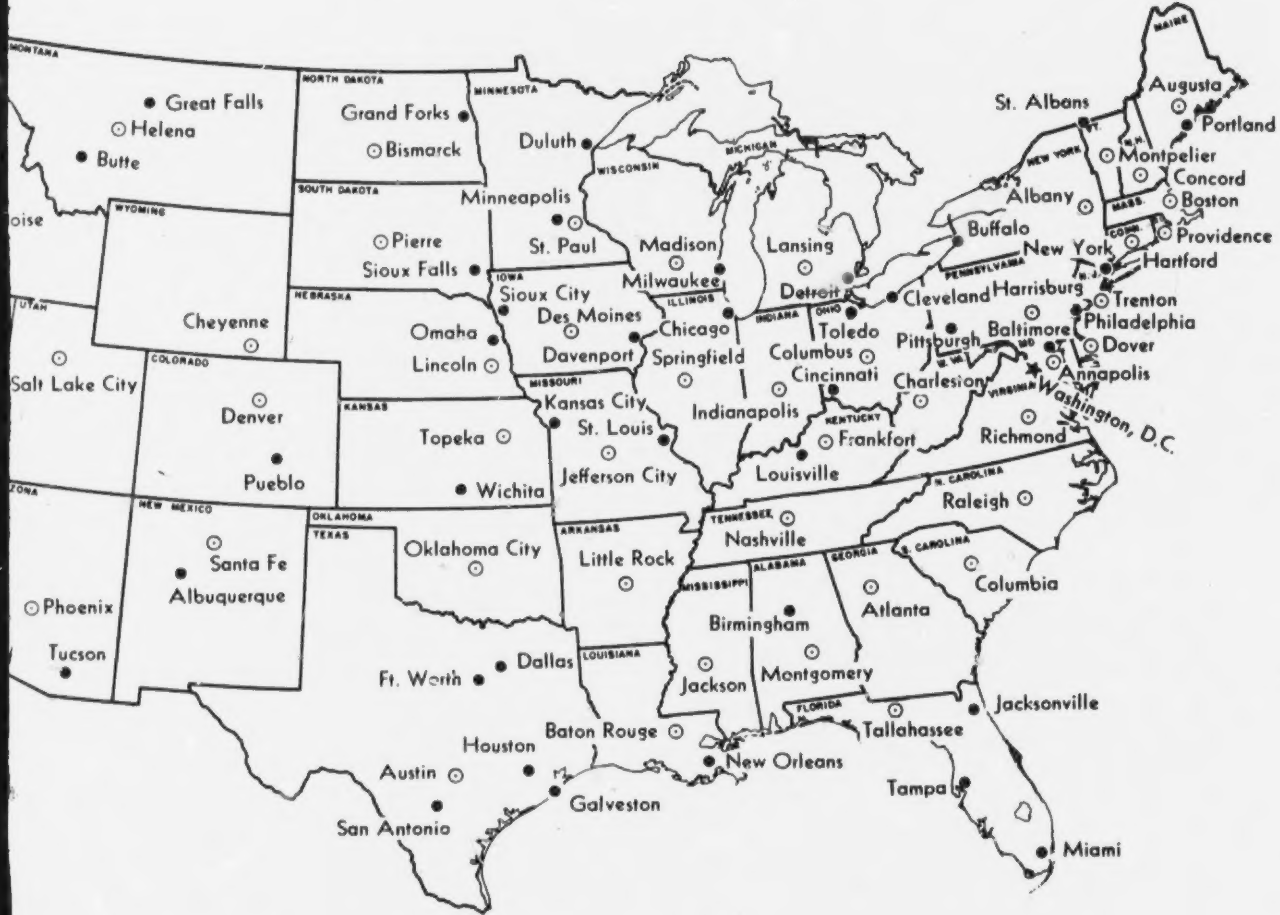
⊙ INDICATES CAPITAL OF STATE
● INDICATES OTHER IMPORTANT CITIES

Figure 2

Map: The United States of America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ZONA
Phoenix
Tucson
NEW MEXICO
Santa Fe
Albuquerque
OKLAHOMA
Oklahoma City
TEXAS
Ft. Worth
Dallas
Austin
Houston
San Antonio
Galveston
Minneapolis
St. Paul
WISCONSIN
Madison
Milwaukee
IOWA
Sioux City
Des Moines
Davenport
ILLINOIS
Chicago
Springfield
MISSOURI
Kansas City
St. Louis
Jefferson City
ARKANSAS
Little Rock
LOUISIANA
Baton Rouge
New Orleans
MICHIGAN
Lansing
Detroit
INDIANA
Indianapolis
OHIO
Toledo
Columbus
Cincinnati
Cleveland
KENTUCKY
Frankfort
Louisville
TENNESSEE
Nashville
MISSISSIPPI
Jackson
ALABAMA
Birmingham
Montgomery
GEORGIA
Atlanta
FLORIDA
Tallahassee
Jacksonville
Tampa
Miami
S. CAROLINA
Columbia
N. CAROLINA
Raleigh
VIRGINIA
Richmond
W. VA.
Charleston
PENNSYLVANIA
Pittsburgh
Harrisburg
Philadelphia
MD
Baltimore
Annapolis
Washington, D.C.
Dover
N. J.
Trenton
NEW YORK
Buffalo
Albany
New York
St. Albans
VT.
Montpelier
N.H.
Concord
MAINE
Augusta
Portland
MASS.
Boston
CONN.
Hartford
Providence

Figure 2

Map: The United States of America

Chapter 1

The Groups To Which We Belong

"America is another word for *opportunity*."
—*Ralph Waldo Emerson.*

★

OUR COUNTRY AS A LARGE GROUP OF PEOPLE

You must often wonder about this large country in which you now live. From the days of the first settlers it has been the home of those who came from other lands to find a new and freer way of living. That is one reason why it has been called a new country. No one of the groups that came to America had a right to claim the whole country, for the early settlers came from Spain, England, France, Holland, Scotland, Ireland, and other lands.

The settlers who came to this land brought from their home countries their *customs* and usual ways of doing things. As they lived together in this country, they found that they were different in some ways but alike in others. Most of them were brave and had come here boldly determined to build up a new country. They were willing to give their lives, if necessary, to protect their homes from danger and to keep for their families the *right of self-government.*

Today the new country of the settlers has become a great *republic.* It is divided into 50 States, many of which are larger in themselves than some of the countries of Europe. Each State is separated into big divisions of land called *counties,* which in turn are separated into smaller divisions called *townships.* There are also many large and small cities and *villages.* But they are all united under one flag and one *Federal Government.*

Today we are still a great mixture of peoples who have brought into our country many different customs, habits, and *religious beliefs.* That is one thing that makes *citizenship* in the United States so desirable. All of us in this country believe strongly that its many citizens can govern themselves, can get along well together, and can treat one another fairly. We all hope and plan that such citizenship will offer a fair chance of usefulness and happiness to every *citizen.*

YOUR NEIGHBORHOOD GROUPS

If we are to understand our new country, we must first of all understand life near us, in our own *neighborhood.* When we look about us we see men and women busy with some sort of work in factories or mills; others are farming; still others work in stores. Since there are many kinds of people in the United States, we are not surprised to find in it many kinds of work through which these people can make a living. Look about in your own neighborhood and see all the kinds of work that people are doing. How many different ways of earning money do you find in your own *community?*

We may not know all of the people who live near us. In large cities we often do not know our next-door neighbors. We do know, however, that most neighborhoods have their own homes, schools, playgrounds, stores, churches and religious meeting houses, and other places where people meet together. All over this great country there are thousands and thousands of *local* communities somewhat like our own neighborhood. If we can think of all these other communities that are scattered throughout the State in which we live, we can begin to understand what our State is really like and what the *problems* and *interests* of its people are. Then we must consider that there are 50 such States, each with its thousands of communities. If we can imagine these many little communities within our Nation, some alike and some different, we can begin to understand what our Nation is like. All these thousands of communities are parts of one Nation. It is to this Nation that your own community belongs.

In your community you hold ***membership*** in a number of groups. You are a ***member*** of your family, your church, your study group, your work group, and your community group. Perhaps you belong also to some clubs, societies, or *civic organizations.* Then, beyond your own neighborhood, you are a member of your county group, your State group, your national group, and finally of the world community.

So we find around us all kinds of groups. In each one of these groups every member is probably also a member of at least two or three other groups, so that we can say that the groups themselves touch and join and merge into one another in many places. Sometimes groups work happily together, and sometimes they fight each other. For instance, *criminal groups* work against a happy and safe community life, and groups of honest citizens fight against the criminal groups.

HOW GROUPS MAY BE CLASSIFIED

If we think of the size of our groups, we find that some contain only 3 or 4 persons and others millions of persons. Our national group, the whole people of this country, consists of over 200 million persons. Someone has called our Nation "the largest club to which we all belong." If we think of the make-up of our groups, we find that they *vary* from those having almost no organization to those which have many officers, plans, and purposes. If we *classify* groups by length of time they last, we shall find that some of them last only an hour or two while others go on for many years. A group of people may come together for only a few minutes to decide how to act together in some neighborhood problem. On the other hand, our national group is almost 200 years old. Groups which are doing useful things for the community are called *prosocial*. For example, our work or business groups, our families and our school groups are prosocial. Groups which are doing things to hurt others are called *antisocial*. For example, criminal gangs are antisocial. (See Figure 3.)

Here are some of the groups of which all of us are likely to be members in our daily lives:

1. Some of these groups are concerned with the ways in which their members earn money. Sometimes we refer to these as the business groups or work groups. Among them we find the groups of people who work in mines or factories or stores. We find groups of farmers who grow things from the earth. We find groups of bankers, of school teachers, of railroad workers, and of many other kinds of workers. Everyone who earns a living belongs to some business or work group.

2. Another set of groups is closely connected with the homes of this country. These are our family groups. There are millions of families in this country. We depend on families to bring up the children of our Nation and train them to be good citizens. We expect families to guard the health of their own members. In this task the families are aided by health groups, such as *hospital* workers, doctors, and nurses. They are also aided by the play or exercise groups, such as hiking clubs and other kinds of athletic clubs.

These family groups are parts of larger groups. A number of families make a neighborhood, a number of neighborhood groups make a larger community, many communities make a State, and 50 States make up the United States.

3. A third set of our groups is the religious groups. They help us to learn the true values of life—what is right or wrong—and about unselfishness and the best way of living. This set of groups includes the priests, ministers, rabbis, pastors, and teachers of the different churches, parishes, and synagogues, their workers, and

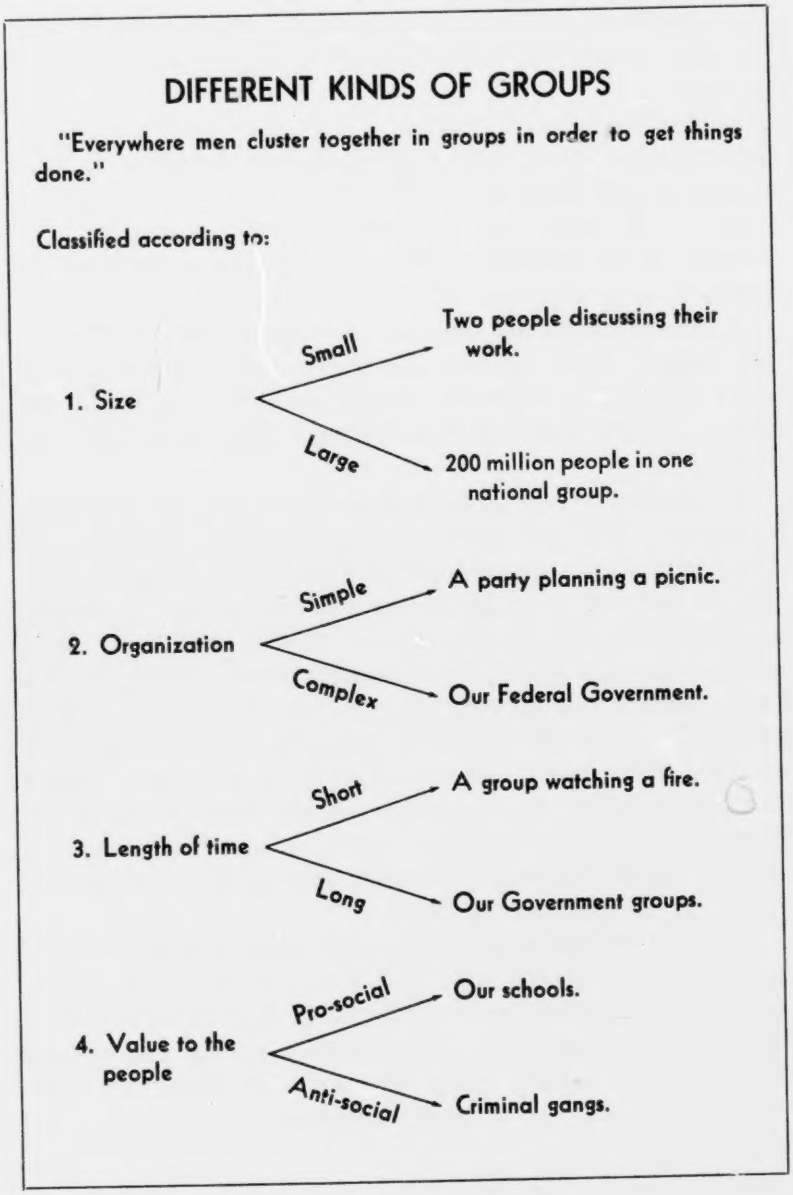
DIFFERENT KINDS OF GROUPS
"Everywhere men cluster together in groups in order to get things done."
Classified according to:
1. Size
Small
Two people discussing their work.
Large
200 million people in one national group.
2. Organization
Simple
A party planning a picnic.
Complex
Our Federal Government.
3. Length of time
Short
A group watching a fire.
Long
Our Government groups.
4. Value to the people
Pro-social
Our schools.
Anti-social
Criminal gangs.

Figure 3

Our Different Kinds of Groups

the members of their *congregations,* organizations, and schools. Nearly all of us belong to one or more of these groups.

4. Another set of groups is concerned with *education.* Their purpose is to help the people to live better through teaching and learning. Of course, many other groups help to do this, but the educational groups have it as their chief *objective.* This set of groups includes the teachers and students of our schools, colleges, *universities, Americanization* schools, and various kinds of training classes. They also include reading groups, and groups to study music, painting, poetry, and other forms of art. You probably have a number of such groups in your own community.

5. Another set of groups is occupied mainly with government. We call these our government groups. In these groups we can place every person who helps to *manage* or has any part in the government of any township, *town,* county, city, or State, or of the whole Nation. Most of these groups are parts of larger groups. Some one has said that in our group life we live in "wheels within wheels." Look at Figure 4 and you will see how our smaller government groups fit into larger ones. Many townships make up 1 county. Many counties make up 1 State; 50 States together make up the Nation known as the United States of America; and hundreds of nations make up the world community.

You can probably think of many other groups of which you or your friends are members. If you can, please make a list of them, and of what they do. The list will be discussed in your class. Be sure to keep the list, as you may be able to add many things to it when you have finished the next two or three chapters.

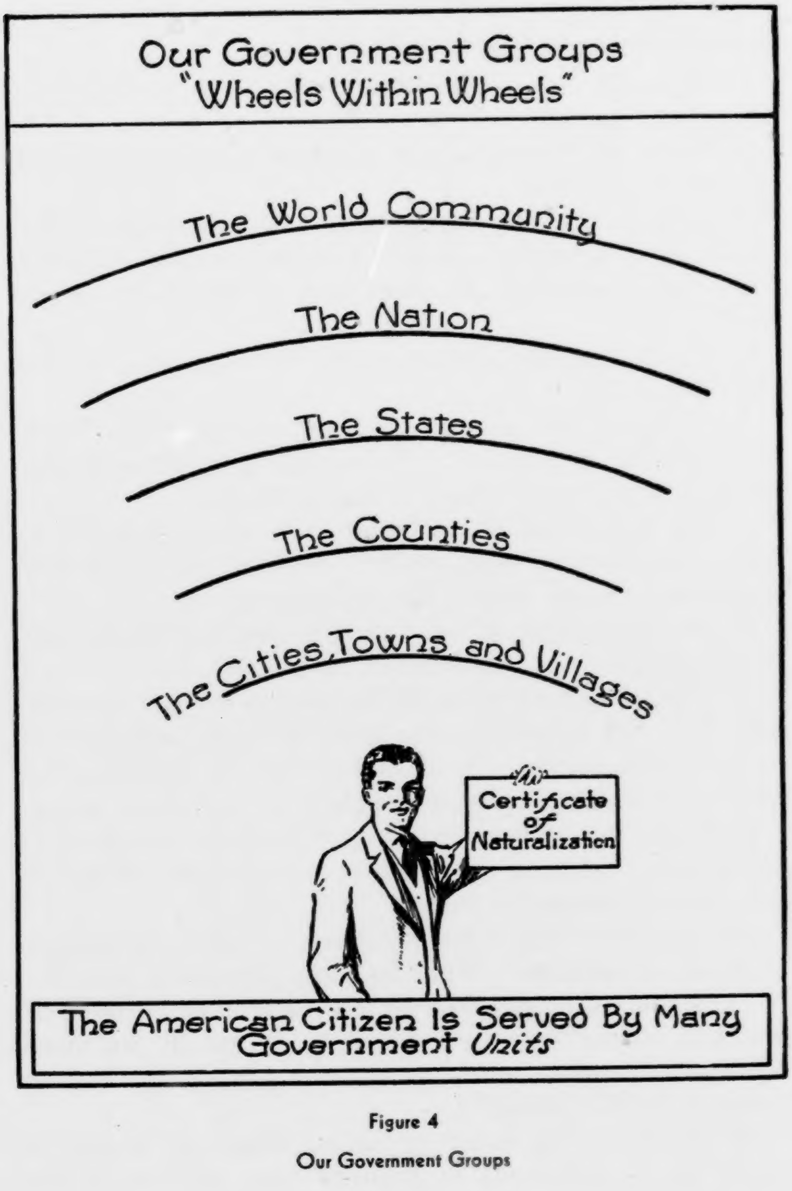
Our Government Groups
"Wheels Within Wheels"
The World Community
The Nation
The States
The Counties
The Cities, Towns and Villages
Certificate of Naturalization
The American Citizen Is Served By Many Government *Units*

Figure 4

Our Government Groups

THINGS TO DO

Questions to discuss in your study group:

1. Why did the early settlers come to this country to make their homes?

2. What did they bring from their homelands to add to the new country?

3. Look at the map facing page 1 of your book. Find the State in which you live. In what part of the United States is it located? In what part of the State do you live?

4. What does the quotation at the beginning of this chapter mean?

5. Name all the groups you can remember that exist in your local community. To how many of them do you belong? Are you the leader of any of them?

6. Can you think of any groups that you would like to have added to your community? How do you think they would help the families of the community?

7. Can you think of any groups that you would not want added to your community? Why not?

8. What kinds of work do the people in your community do? Try to make a complete list of the work groups in your community. You might begin by learning the kind of work done by each member of your study group.

9. Name the educational groups in your community. Remember that your own class is one of them. What do educational groups try to do?

10. Are there any music, painting, or other art groups in your community? What do these groups try to do?

11. Name at least three of the government groups of which a citizen may be a member. What do we mean by saying that in our government groups we live in "wheels within wheels"?

12. What do we mean by saying that this Nation is made up of thousands of groups? Are they all of the same size? Are they all good? Do they all work together?

Words* that the student should understand:

In this chapter we have used some new words. Each student should be sure that he understands the meaning of each of them. *Discuss* them in your study group and use them in sentences. Be sure you include the following list:

Americanization—the process by which foreign-born persons are helped to become good American citizens.
antisocial—against the good of the people.
citizen—a full member of a city, state, or nation.
citizenship—membership in a city, state, or nation.
civic organizations—groups working under officers for particular purposes and interested in the good of a city or community.
classify—divide into classes.
community—a group of people living together who have some common interest.
congregations—groups of people who come together for religious services.
counties—parts into which a State is divided for government purposes.
criminal groups—persons who join together to do things that are against the law.
customs—common uses.
discuss—talk over.
education—teaching and learning.
Federal Government—the persons who have charge of the public business; and the organization (big enough for the whole nation) that they manage.
hospital—a building in which sick persons are cared for.
interests—special things that a person or group likes.
italic type—printed letters which slope to the right.
local—closely connected with one place.
manage—carry on.
member—one who is part of, or has a share in, a group.
membership—the belonging to a group formed for a common cause.

---

*Difficult words, which are printed in *italic type* in this chapter, are explained at the end of the chapter simply and in the sense in which they have been used in this book. A similar list will appear at the end of each of the chapters that follow.

neighborhood—place where people live close together; everything near you is in your neighborhood.

objective—purpose or aim.

opportunity—chance to better oneself.

problems—questions to be answered.

prosocial—for the good of the people.

religious beliefs—a system of faith and worship.

republic—a country governed by leaders who are selected by the people themselves and are expected to do what the people want.

right of self-government—right of a group of people to manage their own affairs.

town—a community larger than a village; also a form of government.

townships—parts into which a county may be divided for government purposes.

units—single things, single parts of a group or organization.

universities—places of higher education.

vary—are different from one another.

villages—small communities.

* * *

Chapter 2

How We *Qualify* for Group Membership

In a *democracy* every human being is important to the whole group.

★

In our first chapter we learned that we do not live alone but as members of groups. For thousands of years people have lived together in families, villages, towns, cities, states or countries, and nations. They have also come together in pleasure groups, work groups, and religious groups. In time some of these groups have died out and others have grown. Today the life of the people is made up of thousands of groups, and each of us belongs to a number of them. Let us find out how we become members of the various groups to which we belong.

★

WHAT GROUP MEMBERSHIP MEANS

Most groups set up certain qualifications for their members. For example, before you can join the group of people who vote for the *President* of the United States you must be a citizen of this country. Before a child can join a school group he (or she) must have reached a certain age. To join some clubs one must be *elected* to membership and pay dues. Every group must set up some *definite* qualifications for its new members, if it is to last long and grow. Very few of us would care to belong to a group that *admitted* every kind of person. You would not want all kinds of people admitted to your work group. If you were ill in a hospital, you would not want to find that the doctors or nurses had no proper qualifications for their work. You would not want the swimming pool in a park near your home to have a lifeguard who could not swim. You would not want the police force in your town to be made up of policemen who were lazy and careless. You would not want your neighborhood filled with persons who were criminals. And certainly you do not want undesirable people admitted to citizenship.

In setting up its qualifications for citizenship in the United States, our Government has tried to keep persons who would not make good citizens from becoming members. No doubt you are glad of this. If you are joining the biggest club of all, the United States, you will want to understand its membership. Let us see what qualifications one must have to join this national group.

WHO ARE OUR CITIZENS?

The *Constitution of the United States* provides, in the Fourteenth *Amendment,* that:

> "All persons born or naturalized in the United States, and subject to the *jurisdiction* thereof, are citizens of the United States and of the State wherein they *reside.*"

If a person is born in the United States and subject to its jurisdiction, then he is a citizen. Most people are citizens because they were born here. *Congress* has made laws to give citizenship to the people of Puerto Rico, Guam, and the Virgin Islands—possessions of the United States that are geographically separated from the 50 States.

The Constitution also provides that the Congress shall make rules by which persons who were born in foreign countries may become citizens of this country by *naturalization.* When an *immigrant* becomes naturalized, he actually takes our country as his own country and becomes a member of our national group. In becoming naturalized, a person must give up his old country and become a *loyal* citizen of the United States. Millions of persons who were born in foreign lands have become members of this Nation just as though they were born here.

WHO MAY BE NATURALIZED?

The laws which control naturalization are made by the Congress. The Constitution of the United States gives the Congress that authority. The Congress passed the Immigration and Nationality Act of 1952. It says that a person can be naturalized only in the manner and subject the conditions set out in that law.

The law does not let every *alien* become a citizen. It says, in general, that before he can *petition* for citizenship he must have attained the age of 18 years, must have lived in the United States for at least five years, and must have been physically present in this country for periods totaling at least half that time. He must have been lawfully admitted to the United States for permanent residence. He must live in the State in which he files his petition for at least six months before he petitions for citizenship. Before he can become naturalized, he must be able to speak, read, and write English (with certain exceptions), if he is physically able to do so. He must understand the history and the *principles* and form of government of the United States. He must prove that he has been and is a person of *good moral character*. He cannot be naturalized if he is or has been opposed to organized government, or if he is or has been a Communist within 10 years of the date of filing his petition. If an alien has *qualified* on all matters laid down by the law, then he may ask for citizenship.

Before he can become a citizen, however, the law says that he must take the following oath:

> "I hereby *declare,* on oath, that I absolutely and entirely *renounce* and *abjure* all *allegiance*

> and *fidelity* to any foreign prince, *potentate,* state, or *sovereignty,* of whom or which I have heretofore been a subject or citizen; that I will *support* and *defend* the Constitution and laws of the United States of America against all *enemies,* foreign and *domestic;* that I will bear true faith and allegiance to the same; that I will bear arms on behalf of the United States when required by the law;* that I will perform noncombatant service in the armed forces of the United States when required by the law;* that I will perform work of national importance under civilian direction when required by the law; and that I take this *ooligation* freely without any *mental reservation* or purpose of *evasion:* so help me God."

HOW DOES A PERSON BECOME NATURALIZED?

A person who wishes to become naturalized must first execute an application to file a petition for naturalization. Government forms for this purpose may be obtained free of charge at any office of the Immigration and Naturalization Service or at the office of the clerk of any court having naturalization jurisdiction. This application when filled out should be mailed to the nearest office of the Immigration and Naturalization Service. With it must be submitted three unsigned photographs of the *applicant.*

The Immigration and Naturalization Service will then notify the applicant when and where he is to appear for his *examination.* Every applicant for naturalization must bring two *witnesses* to his examination. An officer of the Immigration and Naturalization Service will then aid the applicant in filing the petition for naturalization.

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*The Immigration and Nationality Act permits, under certain circumstances, the taking of the oath without these clauses.

The witnesses that the petitioner (the one asking for citizenship) has brought must be citizens of the United States. They must be persons of good moral character who have known the applicant well and have seen him frequently. They must testify to the petitioner's good moral character, his *attachment* to the principles of the Constitution, and his residence in the United States and in the State.

The examining officer will also question the petitioner to determine his knowledge of the Constitution and government of the United States as well as the history of this country. In most instances, the petitioner must *demonstrate* his ability to read, write, and speak English. The Federal Government supplies textbooks on citizenship to help applicants for naturalization in preparing for citizenship when the applicants are studying in public-school classes.

Usually, at least 30 days must pass after the petition has been filed with the court clerk before the petitioner may appear before the judge for *final* action on his petition. He will be sent a notice stating on what day he must appear in court, since naturalization dates are fixed by the court. The petitioner himself must appear before the judge with his witnesses, unless such witnesses have been told by the naturalization *examiner* that they do not have to come again. If the judge, at the hearing in court, is satisfied that the petitioner is well qualified for naturalization, the petitioner will be permitted to take the oath of allegiance to the United States. After the oath has been taken, the judge will sign the order granting naturalization, and the new citizen will be given a *certificate* of naturalization. This is the *official* paper that shows that the petitioner is a citizen of his new nation, the country of his choice.

As a new citizen, the foreign-born person shares with persons born in the United States all the rights and responsibilities of citizenship, except two—he may not hold the office of President or of Vice President of the United States. By his oath of allegiance to his new country he agrees to take up all the *duties* of a faithful citizen.

THINGS TO DO

Questions to discuss in your study group:

1. Name two groups of which you are a member. Can everyone join these groups? If not, what are the qualifications for membership? Do you approve of these qualifications?
2. Do you think there should be qualifications for persons who want to join a group of dentists? Surgeons? Bankers? Why?
3. Would our lives be in danger if there were no qualifications for membership in a nurses' group? Group of druggists? Group of lifeguards? Group of police?
4. To whom does the Constitution give the power to make a rule of naturalization? Why do you suppose this power was not given to each of the 50 States?
5. Only well qualified persons can become citizens of our country by naturalization. Why?
6. Why should our citizens by naturalization be attached to the principles of our Constitution?
7. Why do you wish to become a citizen of the United States?

Complete each of these:

1. Four things to which every applicant for naturalization in the United States must swear or give proof are:

1--
2--
3--
4--

2. If you are going to become a naturalized citizen, what are three things to which your witnesses must testify?

1--
2--
3--

3. Study the oath of allegiance to the United States that a person takes when he is naturalized. Name at least three things that he promises when he takes this oath.

1--
2--
3--

Some more words that the student should understand:

abjure—declare under oath against a thing.

admitted—permitted to enter or join.

alien—a person who is not a citizen.

allegiance—the duty of faithfulness which a person owes to his country.

Amendment—a change in, or an addition to, a constitution or law.

applicant—a person asking for something.

attachment—devotion or loyalty to.

certificate—an official statement in writing or print telling some important fact.

Congress, the—the national group of lawmakers in the United States.

Constitution of the United States—set of general rules and principles of government on which the whole Federal Government of the United States is built.

declare—say.

defend—protect from danger.

definite—clearly known.

democracy—a government of the people, by the people, for the people.

demonstrate—prove by doing.

domestic—at home.

duties—those things which a person should do.

elected—chosen by the votes of members of a group.

enemies—those working against something.

evasion—a tricky way of hiding the truth.

examination—the testing of a person's fitness by asking him questions.

examiner—a person whose job is to test the fitness of another person by asking questions.

fidelity—faithfulness, loyalty.

final—the last.

good moral character—qualities that result in good conduct—usually honesty and respect for the rights of others.

immigrant—a newcomer to a country.

jurisdiction—the lawful power of a government over its people and their property.

loyal—faithful.

mental reservation—some thought that you hide in your mind and do not tell anyone.

naturalization—the way in which foreign-born persons are given citizenship.

obligation—something we owe or must do.

official—issued by the Government.

petition—to make a written application.

potentate—one having great power, as the ruler of a country.

President—the chosen chief officer of a group.

principles—general rules or true beliefs that can be used as a foundation for other rules or plans.

qualified—met certain requirements.

qualify—prove our fitness for something.

renounce—declare against, or disown.

reside—live.
sovereignty—a kingdom or very powerful state.
support—uphold.
witnesses—persons brought before a judge or government officer to tell what they have seen or heard or know about something.

* * *

CHAPTER 3

Ways in Which All Our Groups Are Somewhat Alike (1)

> There is nothing strange about our government groups. They all do their work in the same general way that our family, church, and other face-to-face groups do.

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You have already learned that the United States of America is made up of thousands of groups of people. Some of these groups are very large. Others are as small as a single family. In very early days two or more persons often found that by working together they were stronger than when each person acted alone. Perhaps it was in lifting or dragging a large log that two or more persons learned that the strength of a number working together was greater than that of the same number working alone. In fighting wild beasts and in building stone forts, men learned to work in groups.

In your own life you see groups meeting to *worship* together, to talk about some difficult public question, to sign a petition, or to build a new house. All about you are groups of people working and acting together. Sometimes these groups are working together to earn a living in the best way they can. Sometimes they are coming together to hold *services* in a church, or to attend a town meeting and talk about government. There are also the groups that live together in neighborhoods, local communities, villages, towns, cities, States, and in our great Nation.

There are also many less carefully planned groups. If you go to a movie, you see many people coming together just long enough to see the show. If you go to the park, you see little groups having picnic lunches or playing games. And if you visit a hospital or *clinic* you find groups of nurses or doctors talking about sick people. Everywhere about you there are groups. Added together, all of these groups make up our entire Nation. They are the means by which we get together to work, play, worship, and live. Sometimes some of these groups are unfriendly and fight each other. Sometimes they merely work against each other in trying to win an election. This happens when our *political parties* try to elect *candidates.* Some of these groups go on and on for a long period of time, while others may gather for a few moments only.

Has anyone ever tried to help you understand certain simple things about all of these groups? There are many *features* that all of them have in common. If you can understand the ways in which our groups are alike, you will have gone a long way toward understanding our Federal, State, and local Governments.

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BASIC WAYS IN WHICH ALL GROUPS ARE ALIKE

We are now ready to make a list of the *basic factors* that most groups must have in order to get things done.

1. Groups almost always have some *authority.* This gives them their right to *exist* and do their work.

2. Groups almost always have some objective (purpose) for which to work.

3. Groups almost always have some kind of organization through which to carry on the work. Groups *operate* through this organization to fulfill their purposes.

4. Groups almost always have *contacts* (are in close touch) with other groups. They work closely with other groups in order to get things done.

5. In most groups all of these factors are governed by certain principles and *standards* agreed to by the members of the group.

You will want to consider these points one by one to see if they really do exist in all group life. Remember the key words will be (1) authority, (2) objectives, (3) organization and operation, and (4) contacts. All of these must be thought of in terms of the group's (5) principles and standards.

ALL GROUPS HAVE SOME AUTHORITY

No matter what group you think of, you will find that some person or persons in it must have the right to say what shall be done. Someone must have the "last word." In the home, for example, the children know that their parents have the final authority. In case of *disagreement,* the parents have the final say-so or last word. In our Nation the final authority belongs to the whole people.

In some groups the final authority is in the hands of a single person. This single person has the power to decide every question for the group. When a group has a single leader who has the power to make *decisions* for everybody without any argument, the authority is called *autocratic.* The authority in some foreign governments is autocratic. In such a *system* of government the people discuss the government and find fault with it much less often and more secretly than they do in countries where the authority belongs to the people. In a *dictatorship* the people must obey the authority of one person. They have no right to tell the government what it cannot do. The people merely follow. They do not rule or limit the government.

In some groups a very few persons hold the authority. In such a case we have an *oligarchy,* which means "the rule of the few." Perhaps you know of a group where a very few members seem to have control of the entire group.

In other groups the final authority belongs to all members of the group. We call such authority *democratic,* which means "the rule of the people."

You are trying, perhaps, to decide what you would call the kind of authority to be found in your church, in your social club, or in some foreign country about which you know. Of one thing you may be certain, whether it be across the ocean or in your own home, there must be enough authority given to one or more persons so that the group can do its work.

DELEGATED AUTHORITY

Groups often *delegate* authority. In most groups the members keep the final authority in their own hands but delegate it (pass it on) to someone specially chosen to do certain things. Even in a *discussion* group like your own, someone must have the authority to act as leader. Someone must state the questions and divide up the work.

In your neighborhood schools certain authority is given or delegated to the principal and teachers. If this were not true, you would think a long time before you would send your children to that school. No one would be answerable for what happened to them or for what was taught to them. No one would call the pupils together or give them work to do. No one would give grades and *promote* pupils. There would be *confusion.* In the schools to which you send your children you want the authority so delegated that you will know who to see or call if anything goes wrong. You want someone to be in charge and to be *responsible.*

You may have a group in mind in which no one seems to know who is in charge of things. Perhaps there is delegated authority in the group, but it is difficult to find.

Unless the group more clearly delegates its authority, it is likely to become weak. Someone has to be found to take *responsibility,* for responsibility and authority go hand in hand. If the president of a neighborhood *improvement* club has the responsibility for making his club a real power for good, he must be given authority to work out *programs,* to *assign* duties to members, and to call them to account if they fail to do their part. If the traffic policeman is responsible for the safety of persons at busy street crossings, he must be given the authority to order traffic to "stop" and "go." If you happen to hold an office in one of your groups, or if you are the *chairman* of a *committee,* you have been given (delegated) a certain amount of authority. If you hold no office at all, as a member of the group you still have some responsibility. You should see that the group passes some authority on to its chosen officers.

Our Government units must have authority to do their work. Who has authority in these units? From whom do they get their power? The final authority belongs to the people. This is true whether you are thinking of the government of your Nation, State, county, city, town, or village. When the people vote to elect government officers they are only choosing persons to whom to delegate some of their final authority. The citizens of this country believe in having elections often, because such elections make it possible for the people to keep *control* over those to whom they have delegated authority.

If you will keep in mind, then, that in all of the government groups in this country (1) final authority belongs to the people, and that (2) the people delegate some (but not all) authority to their chosen *representatives,* you will have learned the first great principle upon which our system of government is built. This is a basic principle of our government and will be discussed fully in many places in this book.

GROUPS MUST HAVE SOME OBJECTIVE OR PURPOSE FOR WHICH TO WORK

Groups do not just happen to exist. They are generally formed because two or more persons decide to do something together rather than singly. We must, therefore, always look for a group's purpose or its objective. For example, a group of farmers may work together for the purpose of threshing grain, harvesting crops, or building a barn. A group of children may be brought together by their parents for the purpose of getting a teacher, forming a school, and having the children taught the necessary things to make them good and successful citizens. A group of serious people may get together with a minister or priest or rabbi or other religious leader for the purpose of worshiping God or of studying religious teachings. A family group will have the objective of improving the comfort of the home and helping one another to make a success of life.

What are the objectives of our government groups? All of them have the general purpose or objective of operating for the good of the greatest possible number of people in the community. For example, the general objective of a city government is to make life safer and more *orderly* for the people living in the city. But, as a part of this general purpose, there are many other more simple objectives that give real meaning to the general one. What will the government do to make life safer and more orderly for the people living in the city? Certainly the people will want their community to be a healthful place in which to live. Therefore the government will have as part of its general objective the *protection* of the water supply and the taking away of waste and *garbage*. The people will want the city to be an attractive place in which to live. Therefore another part of the government's objective will be to maintain clean streets and well-kept parks. Certainly the people will want their city to be safe to live in. Therefore a part of the objective of the government will be to provide police protection for life and property. Many other objectives may be added to these. As we shall see later, sets of objectives like these are to be found in any one of the government units. All of them have the general objective of serving the people. The government constantly makes laws and rules to limit and *regulate* our *activities* for the good of ourselves and our neighbors. The government gives us all sorts of *service* that we cannot get for ourselves. But for the moment it is enough to know that (1) government in a democracy is intended to serve us, and not just to order us around, and that (2) its first objective is to serve the greatest good of the greatest number of its people. We will discuss the objectives of our government units more fully later in our work.

THINGS TO DO

Questions to discuss in your study group:

1. Give as many reasons as you can to show why people, from very early times, have lived in groups.
2. As you come and go about your work for just one day, see how many examples you can notice of people working or playing in groups. Discuss these in your class group.
3. In what way does every citizen in a democracy have some authority?
4. In a democracy, why is it important that we do not give any one person too much authority?
5. Select any one of the groups to which you belong. Would you say that the authority within this group is (1) democratic? (2) autocratic? (3) oligarchic? Why?
6. Why does every group have some objective or purpose in life?
7. Are all group objectives for the good of the people? Can you give an example of a group that has a bad objec-

WORK PROJECT

Consider some of the new stores, buildings, roads, bridges, schools, churches, and other improvements that have been built or made recently in your own or a nearby community. You may include those in nearby towns or cities if you are familiar with them. Who had the authority to build or make them, and where did they get their authority? What purpose or objective will each serve in the community? See how fully and completely you can make a bigger chart like the one below. If several persons in your study group work on this project, it will be interesting to compare and discuss your work after the charts are completed.

IMPROVEMENTS IN MY OWN OR A NEARBY COMMUNITY

The improvement	Delegated authority and final authority	Purpose or objective
1		
2		
3		
4		
5		
6		
7		

Figure 5

Work Project: Improvements in My Community

tive? Why should people learn something of a group's objective before joining it?

8. What do you consider the main objective of the group of traffic policemen in your city? What do you consider the main objective of the staff of doctors and nurses in your local clinic? Are these prosocial objectives? Why?

9. What is the objective of your class group? Is there any delegated authority in this group?

In this chapter we have used some interesting words. Every student should be sure that he understands the meaning of each of them. Discuss them in your study group and use them in sentences. Be sure you include the following:

activities—things that a person or group of persons do.
assign—set apart.
authority—power that must be obeyed.
autocratic—governed by the power or authority of one person.
basic factors—things at the foundation or base of, that work together to get results.
candidates—persons seeking office.
chairman—person who takes charge of a meeting.
clinic—an organization of doctors, usually connected with a hospital or medical school, that examines and treats sick or injured persons.
committee—group selected to do a special piece of work.
confusion—disorder.
contacts—places where things touch.
control—power of directing or guiding persons or things.
decisions—acts of deciding, or statements of what has been decided.
delegate—pass on to others.
democratic—governed by the power or authority of the people.
dictatorship—autocratic authority given to a leader.
disagreement—failure to agree.
discussion—talking things over.
exist—keep on living.
features—important and noticeable parts.
garbage—waste food matter.

improvement—that which increases a thing in value or quality.
oligarchy—a government in which a few people have the final word.
operate—do work.
orderly—peaceable, free from sudden change by violence.
political parties—organized groups that urge certain ways of running a government and try to get their own members elected to office.
programs—orderly arrangements of things hoped or planned to be done.
promote—raise from one school grade to another.
protection—a guard or defense against danger or loss.
regulate—make rules for, or do a thing according to rules.
representatives—persons chosen to act for a group.
responsible—ready to answer for one's acts.
responsibility—readiness to answer for one's acts; or a call to duty that must be answered.
service—a useful thing to be done or given.
services—religious meetings for the purpose of worshiping God.
standards—fixed rules or measures.
system—an orderly arrangement.
worship—pay honor to a supreme being.

* * *

CHAPTER 4

Ways in Which All Our Groups Are Somewhat Alike (2)

Certain basic processes run through all of our groups.

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We have considered two of the ways in which all of our groups are alike. If they are to get things done, they must have (1) authority to direct their work, and they must have (2) objectives (purposes) for which to work. Let us see in what other ways our groups are *similar*.

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GROUPS MUST HAVE SOME FORM OF ORGANIZATION AND OPERATE THROUGH IT TO CARRY OUT THEIR OBJECTIVES

In every group (except the kind that stays together only for a short time) there will be some form of organization. It is through organization that a group operates (works) for its objectives. No matter how good the objective of a group is, it usually cannot be carried out without organizing, that is, dividing up its work among group members.

In different groups, the form of organization may differ greatly. Even a group that has a very simple objective, like going to a school picnic, does not carry out its objective without some organization. Usually, a few members get together to decide where the group will go. Someone is responsible for the food, and someone looks after the *transportation* for getting there and back. In a school organization there is usually a school board and there are teachers and pupils. Perhaps there is a *superintendent*. Each person has a part of the work to do in operating the organization so that the community will have a good school.

Each of our government groups has an organization to carry out its objectives. Just as our school or our neighborhood bank or factory has some form of organization, so have all of our government groups. Each has its elected or *appointed* officers, certain committees, and certain branches. All of these make up the organization.

Our Nation and all of the 50 States have written *constitutions* which outline a workable form of government organization and tell how it is to be operated. The cities have their *charters,* which do the same things for them that the constitutions do for the States and the Nation.

In this country we like to put into writing the plan of our government organization. That is one reason why we have city charters, State constitutions, and a Federal Constitution. In some foreign countries the form of the government organization is not written down at all. Sometimes it isn't even very well understood, because it changes so often.

Just as objectives by themselves are worth very little, so also organization by itself is worth very little. The organization should at all times be working toward some objective. Our study group has a simple objective, to teach its members to be good citizens. It has an organization made up of the teacher, those who attend its meetings, and perhaps class committees. But this is not enough. Those in the organization (teacher, class members, and committees) must work together to reach the objective.

There are many differences in the organizations of our government groups. Our various government groups are not all organized alike. Even our cities do not all have exactly the same form of organization. Nor are all the towns, counties, or States organized exactly alike.

The organization of our town governments may differ according to (1) the size of the town, (2) its location, or (3) its special problems or objectives. A small town far out in the country will not need the same kind of organization for its government as a large city needs. There will be fewer things for the small-town government to do, fewer services to give to the people. But the people of a small town lying near a large city will expect many of the same services from government as the people of the city get. Therefore, its organization will be different from that of a country town. If a city is located on an important *harbor,* one of its objectives may be to help its people handle *foreign trade.* It may be organized to regulate shipping and to operate wharves and docks for loading and unloading vessels, which an inland city does not have to do. Towns in which main highways meet will need more traffic policemen than towns in narrow valleys where there are few cross streets. So we can only sum up by reminding you that (1) all of our government groups must have some form of organization, (2) the organization will not be exactly alike in many of them, and (3) the organization, whatever it is, must be operated to carry out the objectives of the government group.

EACH GROUP MUST WORK WITH OTHER GROUPS

We have seen that there are thousands of groups in this country and that each of us is a member of a number of groups at the same time. Although these groups may have different leaders, different purposes, and different organizations, the very fact that they have many members in common makes it necessary that they keep up a friendly *relationship* with one another. We have found that people form groups because they can do so many things better by doing them together. In the same way different groups are helped to reach their objectives by working in a friendly way with other groups. Neighborhood life is better if family groups do not quarrel but work together for the good of the neighborhood. Religious groups do not *prosper* if they waste their strength in opposing other religious groups. Your business group will be much stronger if it *cooperates* with other business groups for the good of the community. Farm groups never succeed when they spend their time in finding fault with town or city groups because, after all, they grow many things that city people need and they use many things that must be bought from city people.

Our government groups must work with other groups. They need the support of the people whom they serve, and the people, in turn, need the services and protection of the government. Government groups must pay their bills with money given to them by the people in the form of *taxes.* The people must have *confidence* in the government, or they will not be willing to go on delegating authority and power to it. A county must work out a peaceful relationship with other counties, with nearby cities, and with the State. The State, in turn, must live as a good neighbor with other States. It must live in friendly relationship with the cities that are within its *borders.* It must cooperate with the Federal Government. In turn, if a nation does not carry on its dealings with other nations in a fair and peaceful manner, it may be at war most of the time. So, just as private persons must learn to work together in a friendly and helpful manner, government groups must keep up friendly contacts with one another and with the other groups to which their members belong.

THE AUTHORITY IN EACH USEFUL GROUP, AND ITS OBJECTIVES, ORGANIZATION, AND CONTACTS WITH OTHER GROUPS, MUST BE GOVERNED BY DEFINITE PRINCIPLES AND STANDARDS AGREED UPON BY ITS MEMBERS

This may be a little hard to understand at first. We have discussed the authority in each group and understand about that. Also, about the group's objectives, and its organization and its contacts. Now we find that underneath all of these, like a foundation under a house, are certain agreements among the members of prosocial groups as to the true and fair ways of doing things—

agreements as to how the members believe they can work for the greatest good for the greatest number.

In the past our parents and grandparents and those who went before them—our *ancestors*—worked out *convenient* ways of making life better for themselves and their communities. Some of their ways worked out so well that our ancestors kept on using them until they became customs. Some customs last for hundreds of years, while others become less useful as times change or as people invent something better. The customs that last a long time become standards (fixed rules or measures) and we can use them as measuring sticks for testing proposed new ways. Some of them become firmly fixed beliefs, or principles. (*See* Figure 6.)

On the foundation of these standards and principles are built all the different factors of group living—its authority, objectives, organization, and the kind of contacts it makes. The standards and principles of a group are important things for both its members and outsiders to understand. For example, in our government groups, the most important standard of all is the Constitution of the United States (about which you are going to learn a great deal through the rest of this book). It is the strong foundation on which all of our government groups are built.

We say that everything a government group does must be *constitutional*. Please remember this word, for it will be used often in your preparation for citizenship. It means that we in this country regulate our group activities according to the rules set down in a written constitution. The authority that we give our government groups, their objectives, their organization, and their contacts must be in agreement with the Constitution of the United States.

Our more everyday groups also have standards and principles that govern their actions. Perhaps you have

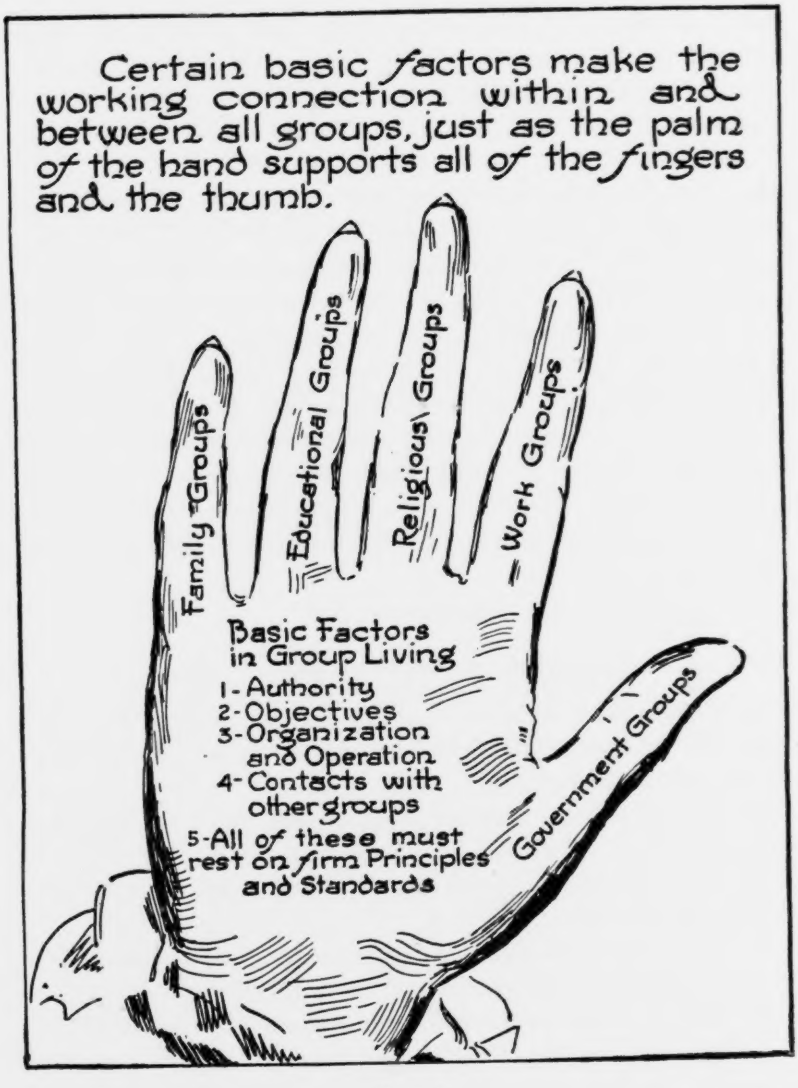

Certain basic factors make the working connection within and between all groups, just as the palm of the hand supports all of the fingers and the thumb.
Family Groups
Educational Groups
Religious Groups
Work Groups
Government Groups
Basic Factors in Group Living
1- Authority
2- Objectives
3- Organization and Operation
4- Contacts with other groups
5- All of these must rest on firm Principles and Standards

Figure 6

Basic Factors in Group Living

a son who is a Boy Scout, or a daughter who belongs to the Girl Scouts. The Boy Scouts have the Scout Law, the Scout Oath, and the Scout Motto, and the Girl Scouts have their seven principles. Even in our homes we are governed by principles. Almost every child understands the principle of "*obedience* to parents." He (or she) also understands that there are principles of *property rights* that must be respected in the home. Every boy knows that he must not take his mother's glass vase from the table and break it; nor must he take money from his father's wallet without permission. We expect a grocer or butcher to act according to the principle of fairness in giving us vegetables that are fresh or in weighing our meat honestly. Many of the fundamental principles of life are so simple and sensible that we do not think much about them as we go along. But the best things in our lives are built upon them, and they are very important.

THINGS TO DO

Questions to discuss in your study group:

1. Name four groups in your local community. Do they all have some kind of an organization? Why were these groups organized?
2. Are all of the groups with which you are familiar organized exactly alike? Why or why not?
3. Why do our city and town governments have different kinds of organizations?
4. Why does our Federal Government need a somewhat different kind of organization from that of a town?
5. Why is it important for the members of a family to live happily together? Do you think it is just as important for the various groups in your community to cooperate and work together? Why?
6. Does your family group have any contact with other groups in your community? Can you name several of

these? Why is it important to keep peaceful contacts between these groups?

7. Do you think individuals as well as groups should have certain principles and standards to govern their lives? Name several very simple but important principles you admire in your friends.

8. Name several important principles we expect to find being followed by groups of government officials. Of teachers. Of church leaders.

9. What important principles and standards come to your mind when you think of the new citizenship for which so many readers of this book are working?

Suggested field trips:

Arrange for your class group, or committees selected by it, to visit some of the interesting spots in your local community. Two suggestions are given below:

1. Visit the city hall of your city.
    (*a*) What are the objectives (purposes) of the government groups working there?
    (*b*) Where do they get their authority?
    (*c*) What contacts do they have with other groups in the community?
2. Visit a *session* of a county court.
    (*a*) What objective does it serve?
    (*b*) What contacts does it have with the people in the community?
    (*c*) How is it organized to do its work?
    (d) Is the organization operated well enough to serve the needs of the community?
    (*e*) What authority does the court have to do its work?

Some more words that the student should understand:

ancestors—parents, grandparents, and their parents and grandparents all the way back.

appointed—chosen for a job, but not by vote.

arrange—put things in order.
borders—edges or boundary lines.
charters—sets of general rules authorized by the Government that are the foundations on which certain kinds of organizations are built up.
confidence—trust, belief in someone's honesty or ability to make good.
constitutional—in agreement with the principles of the Constitution.
constitutions—sets of general rules that are the foundation upon which organizations are built.
convenient—handy, well suited for ready use.
cooperates—works in a friendly way with other people.
foreign trade—business of buying and selling between people of two countries.
harbor—a body of water forming a safe place where vessels may stay.
obedience—doing what one is told to do.
property rights—rights that a person has in things that he owns.
prosper—get along well.
relationship—a well-understood connection between two or more persons or things.
session—meeting.
similar—somewhat alike.
superintendent—a person who watches and directs the activities of others in an organization.
taxes—money that people must pay to the Government to help pay its expenses.
transportation—way of getting from one place to another.

⁂

Chapter 5

The *Advantages* and Obligations of Group Membership

No person is worthy to share the advantages of group membership unless he is willing to assume the obligations of such membership.

★

In our last two chapters we learned a great deal about the make-up of groups. We learned something about their purposes and objectives, their leadership and authority, their organization, the way they touch and affect other groups, and the foundations on which their group life is built. Now we want to know what each member must put into his group life and what he can hope to get out of it.

★

ADVANTAGES OF GROUP MEMBERSHIP

Every person becomes a member of a family group when he or she is born, although sometimes the family group is broken up by death or is scattered before the child is fully grown. In almost every other kind of group, the members belong because they want to, and usually because they expect some advantage from their membership. As we have explained, there are a great many things in every person's life that have to be done and that can be done better by a number of people working together in a group than by single persons struggling alone.

It is possible to have a private teacher for a single child, and some people like to have their children taught in that way. But a boy or a girl in a class at school usually receives the instruction he or she needs from the school teachers and has the added advantage of learning how to get along and make friends with other boys and girls—which in itself is a very useful thing to learn.

In a work group the members have a better chance to earn money if they are all helping to make good *articles* quickly and well, or to sell things at good prices, or to arrange for fair wages and healthful working conditions, than if each one worked at home and had to do the whole of a difficult job by himself.

Members of a group interested in religion can do many good things for one another and for other people, can work together to have a worthy place in which to meet and worship God, and can gain strength and wisdom from one another's advice and *experience.* A religious person could not have as full a religious life alone.

Governments are usually formed by groups of people for the purpose of making and *enforcing* laws that will protect the rights of the group members and will give them opportunities (better chances) to *improve* their lives and make sure of their comfort and happiness. When immigrants move to a new country, they generally find that some kind of government already exists there, and they therefore must accept that government. When children are born they cannot choose their birthplace so as to begin living under a form of government to their liking. Children are fortunate if they are born in a democracy, and immigrants are fortunate if they are allowed *admission* into a democracy; for in a democracy the final authority belongs to the people, and the government groups are organized to serve the people.

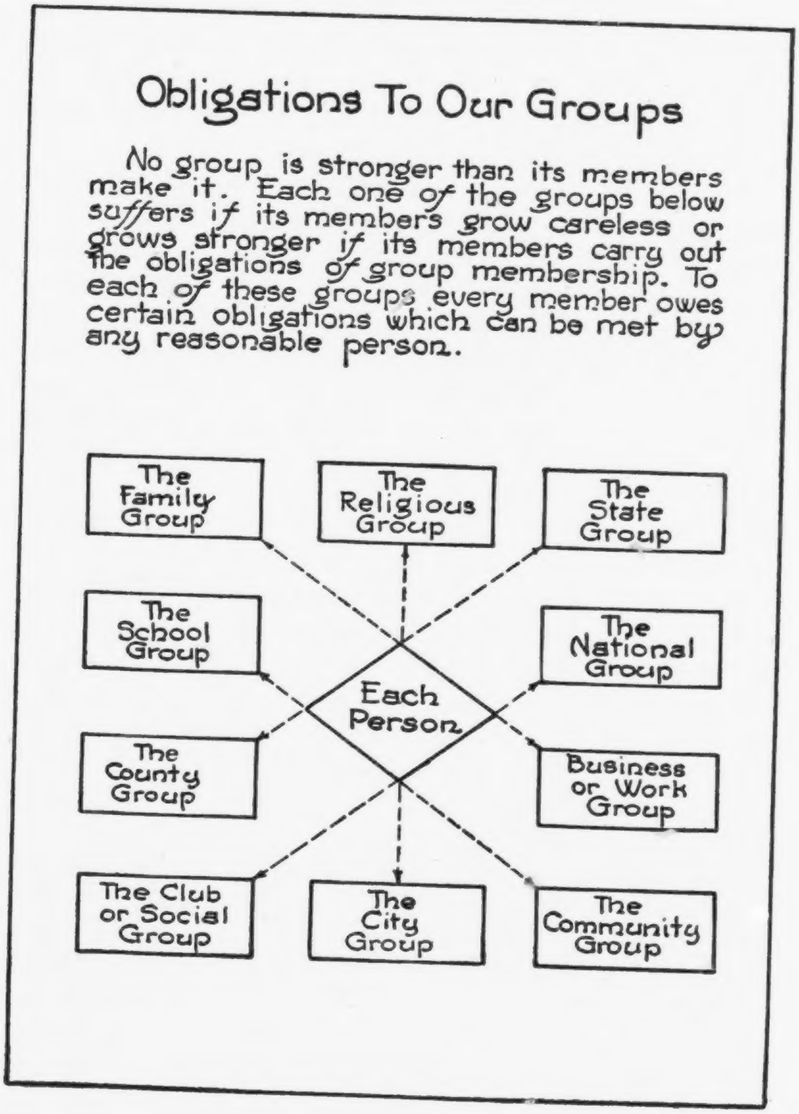
Later in this book you will find a chapter (Chapter 10) about the rights and opportunities of group membership under the form of government of this country.

OBLIGATIONS OF A GROUP MEMBER

Each person owes some sort of duty to every useful group of which he is a member. He cannot expect to receive the advantages of group membership unless he is willing to accept certain obligations.

Any person of good understanding can carry out these obligations. He (or she) must be willing to work in a friendly way with other members of the group so that the whole group can do its work smoothly. For instance, if the group life of a home is to go along smoothly, each member of the family must respect the rights and property of all the other members and must do his or her part in the work of the home. In a study group each member must be polite and helpful, must do his or her part in the school work, and be careful not to damage school supplies or property. In a religious group each member should take part in the services and activities of the congregation and should try to live the kind of life that will make the church group strong and respected. In one way or another we have similar duties as members of every organized group to which we belong. It is only by doing our duty in each of these groups that we can get the most good out of our membership. And the groups themselves can be no stronger than their members make them. (See Figure 7.)

We consider that a neighbor is a good member of the community if he is friendly and honest, keeps a neat home, and helps to make the neighborhood healthy and safe. In the same way every citizen may become an important member of larger groups, such as the city, State, and Nation. But if any one member does not do his part, even in a large group, he makes the rest of the members do more work, which is not fair to them. A



Obligations To Our Groups

No group is stronger than its members make it. Each one of the groups below suffers if its members grow careless or grows stronger if its members carry out the obligations of group membership. To each of these groups every member owes certain obligations which can be met by any reasonable person.

The Family Group
The Religious Group
The State Group
The School Group
The National Group
Each Person
The County Group
Business or Work Group
The Club or Social Group
The City Group
The Community Group

Figure 7

Obligations to Our Groups

person who does not work well with his neighbors in nearby groups usually does not make a very valuable member of larger groups.

SOME OBLIGATIONS OF MEMBERS OF OUR NATIONAL GROUP

Every member of our National group (which is made up of more than 200 million citizens and about 3½ million noncitizens) has important obligations to the Nation, from which he (or she) gets so many benefits and services. Some of these obligations do not arise often to test the *good will* of the group membership, but when they do present themselves they bring *inconvenience* or danger and call for real *self-sacrifice.* Other obligations arise every day and are repeated tests (although not difficult ones) of good citizenship. Here are three obligations, for example, that may require considerable time and discomfort, and possibly even danger:

In time of war, any able-bodied man may be called upon to fight for his country.

Even in times of peace, any man may be ordered by the *sheriff* of the county in which he lives to help in arresting a criminal or in enforcing the public peace and order.

Any man who is a citizen (and in most States women, too) may be called upon to serve on a *jury* and must then, if he is chosen by the judge, stop his regular work and attend court as long as he is needed.

Some citizens may go through life without being asked to do any of these things, but there are various other things they may be called on to do, such as serving on local school boards or other committees, joining the National Guard (*militia*), or giving other *voluntary* services, things which it would be hard for a good citizen to refuse to do. And also there are the taxes—which both citizens and noncitizens may be called on to pay in order to meet the *expenses* of government.

PAYING TAXES

Few of us really like to pay taxes to the Government, and some of us think we get off without doing so, but we must remember that almost everybody who buys things from a *merchant* or pays rent to a *landlord* is helping that person to pay taxes on his business or property, because the merchant or landlord has to charge each person a little extra for that purpose. Of course almost every part of the government must have money to pay expenses. Some citizens, on the other hand, look on their taxes as their membership dues to the government organization, which gives them so many advantages and services. In paying taxes they figure they are paying for police protection, fire protection, good streets and roads, schools, and hundreds of other government services. Turn to Figure 8. It shows many of the good things that we receive for our tax money.

VOTING

Another duty of every citizen, which is also a great right and *privilege,* is the obligation to *vote* for *officers* of the Government. Through using his right to vote, the citizen plays his part as one of the real rulers of this country. We can have good government only if we elect able and honest *officials.* In electing officials the vote of each citizen counts for as much as that of any other citizen. Each citizen is "equal before the law." If the newly naturalized citizen understands the obligations that he takes upon himself with his oath of allegiance, he will not fail to vote as wisely as he can. He will gather all the information he can get about the candidates in every election and will think it over carefully.

WHY WE MUST HAVE TAXES IN A DEMOCRACY

Some of the Things We Get for the Taxes We Pay

PROTECTION

1. Policemen to protect us.
2. Laws to protect our families and homes.
3. Courts to protect our rights.
4. Armed Forces to protect our country.
5. Fire departments to prevent and put out fires.

HEALTH

6. Pure water systems.
7. Sewer systems.
8. *Inspected* milk and meat.
9. Sanitariums and hospitals.

EDUCATION

10. A widespread system of public schools.
11. Free public *libraries.*

ROADS AND CONSERVATION

12. Highways and streets.
13. Protected forests and wildlife.

PROTECTION OF SAVINGS

14. Bank *inspection* and *insurance* of savings in banks.
15. *Regulation* of *corporations.*

RELIEF AND AID

16. Social Security benefits.
17. Help for *dependent,* diseased, and crippled children.
18. Relief from droughts and floods.
19. Employment insurance for those who are injured or lose their jobs.

Figure 8

Why We Must Have Taxes in a Democracy

If the citizens of this country do not do their duty by voting, they will put our democracy in danger. It is only by using their right to vote that the people can rule this country. All citizens who are interested in their own *welfare,* the welfare of their families, and the welfare of the Nation should remember this.

SERVING THE COMMUNITY IN OTHER WAYS

One of the usual ways for a citizen of the United States to show good citizenship is by taking an active part in the affairs of the community in which he or she lives. In his own town, village, or neighborhood a citizen can get first-hand information about *local problems* of government. If there is a new bridge or school to be built, a new public hospital to be planned, or a new park to be located, the citizen can learn for himself about the real need behind these plans. He can then talk them over with other taxpayers and with public officials in his neighborhood. Good public officials should always be glad to discuss such matters with citizens.

GOOD CITIZENSHIP BEGINS IN THE COMMUNITY GROUP

We see that good citizenship begins in the community group, where the citizen knows the community's needs and takes part in the everyday life of the community. The national group cannot be democratic (which means that it cannot give all the people their fair share in the government) if the community groups are not democratic.

Every citizen can also help the community very much by his everyday behavior, such as careful driving, helping to keep parks and neighborhoods clean, and having a neat and clean home. He can do his daily work earnestly and respect his neighbors' rights. Even boys and girls are aiding the police in large cities by helping younger children to cross busy streets safely on their way to school. Parents, in their homes, have one of the greatest obligations of good citizenship in training their children to be-

OBLIGATIONS AS GROUP MEMBERS

Discuss in your class the obligation that a person owes to every group of which he is a member. After the discussion, complete the following chart as best you can:

Obligations that a person owes to his FAMILY:

1. ....
2. ....

Obligations that a person owes to his SCHOOL group:

1. ....
2. ....

Obligations that a person owes to his CHURCH:

1. ....
2. ....

Obligations that a person owes to his WORK:

1. ....
2. ....

Obligations that a person owes to his NEIGHBORHOOD or COMMUNITY:

1. ....
2. ....

Obligations that a person owes to his COUNTY or CITY:

1. ....
2. ....

Obligations that a person owes to his COUNTRY:

1. ....
2. ....

Figure 9

Work Project: Obligations as Group Members come helpful citizens. No wonder we say that the best citizen is the one who has learned to be a good member of his home, his school, his club, his neighborhood, and his community.

In conclusion, we can say that our citizenship is a privilege given to some of us at birth, but gained by others through naturalization. It puts upon each citizen the obligation to work as faithfully as he can for the good of the whole group.

THINGS TO DO

Questions to discuss in your study group:

1. In our country does the vote of a rich citizen count for more than the vote of a poor man? Why or why not?
2. Do the everyday activities of a person show us whether he is a good citizen? Why?
3. Name some of the things in your community in which you think every citizen should be interested.
4. Select one of the groups to which you belong that has at least 10 members. How was it formed? What was its purpose? How did you become a member? What is your own part in the group?

Suggested field trips:

Are there any new improvements being made in your community? Any more parks? Public buildings? Roads? Bridges? If so, elect a committee from your group to visit each of them. Ask the committee to report to your group and tell how each new project will help the community.

Some more words that the student should understand:

admission—permission to enter into or join.
advantages—things that are helpful.
articles—particular things.
corporations—groups of people who join in business, each group with legal permission to act as one person.
dependent—relying upon others for support.

enforcing—using authority, or even force, to put a law or rule into effect.
expenses—cost of things.
experience—that which has been learned by having tried a thing.
good will—willingness to live or work together well.
improve—increase in value or quality.
inconvenience—discomfort; something that gives a person trouble.
inspected—looked at carefully.
inspection—careful study or inquiry made by actually looking at the thing examined.
insurance—protection against loss.
jury—a group of citizens who are chosen to listen to trials in a court and to decide which side is right.
landlord—an owner who rents his land or buildings to someone else.
libraries—buildings or rooms where books are kept to be read.
local problems—neighborhood questions that need answering.
merchant—a person whose business is to buy and sell things.
militia—an organization of soldiers who in peacetime have other jobs, and who drill and are trained only on a part-time basis.
officers—persons given authority by a group to hold definite jobs or "offices."
officials—officers.
privilege—a special advantage that we should prize.
regulation—rule to limit or direct action (usually government action).
self-sacrifice—a giving up by a person of things he needs, usually in order to help other persons.
sheriff—a law-enforcing officer of a county.
voluntary—according to one's free will.
vote—express one's choice between men or plans by indicating "yes" or "no."
welfare—good living conditions.

* * *

CHAPTER 6

How the *Colonists* Defended Their Freedom and Started a New Nation

"*Independence* now and Independence forever."
—*Daniel Webster.*

★

In Chapters 3 and 4 we learned that certain basic factors will be found in almost all the groups that last. We must soon go forward to study these basic factors as they are found in the many different kinds of government groups in this country. Before we can do this, however, we shall need to know something of how our government groups were started. We already know that our form of government is built upon our Federal Constitution. In this chapter let us go back to the days of the earliest settlers and learn how they kept their freedom and *established* an *independent* nation.

★

THE EARLY COLONIAL GROUPS

Our Nation is now a Republic made up of 50 States, the District of Columbia, and outlying possessions. It has grown from 13 States to its present size. Before the people of the 13 States organized themselves into a new Nation they had lived in separate groups of communities, called *Colonies.*

Most of the early Colonies had been settled by groups of persons who had some special objective. The Virginia Colony, for example, was settled by an English "company"—a group of Englishmen who tried to make their fortunes by taking the lumber, tobacco, indigo, and other *agricultural* products of the new country back to Europe and selling them for a *profit*. Naturally agriculture was the chief business of the settlers.

The *"Pilgrims"* from England came to New England to face cold winters and unfriendly Indians, because they valued the right to worship God in ways that were *forbidden* at home.

The Quakers formed another group of early settlers. Led by William Penn, they came from England to what is now Pennsylvania and were interested in *founding* new communities in which they would not be *persecuted* for their religious beliefs.

Settlers from Holland built the town of New Amsterdam on the south point of Manhattan Island as a trading center for the great Hudson River Valley, which had been explored by their famous sailor, Hendrik Hudson. The *British* afterward took the town and renamed it New York.

Only a few years after the English landed in Massachusetts and the Dutch in what is now New York State, the Swedes, Finns, and other northern European people began coming to Delaware and New Jersey as settlers. Later some of the Spaniards from Florida and the French from Canada moved to the new country to join the English colonists. Many Germans came to Pennsylvania, Maryland, and Virginia. The Scotch and the Irish became settlers in all of the 13 Colonies and helped, with bravery and cheerfulness, to explore and build up the new country. But the greater number of colonists, from New Hampshire to Georgia, were the sons and daughters of English parents and ancestors.

Turn to Figure 10 and you will learn when and where some of these early groups settled in our country. But you must remember that only the English came in large enough numbers to form separate government groups that lasted. These groups were friendly enough and

SOME OF OUR FIRST SETTLERS

People from many foreign lands came and settled in this new world. They sought liberty and a better living, and the happiness they hoped these would bring them. Here are some of the early arrivals:

1607	The ENGLISH settled at Jamestown, in what is now Virginia.
1620	The ENGLISH (Pilgrims) settled in what is now Massachusetts.
1623–1625	The DUTCH settled on Manhattan Island, where New York City has since been built.
1638	The SWEDES settled in what is now the State of Delaware.
1681	The ENGLISH (Quakers) settled in what is now Pennsylvania.
1683	The GERMANS settled at Germantown and other places in Pennsylvania.
1714	The SCOTCH-IRISH settled in large numbers along the western edge of all the colonies from Pennsylvania to Georgia.
1718	The FRENCH settled at New Orleans, at the mouth of the Mississippi River.

Figure 10

Some of Our First Settlers

neighborly enough so that settlers of other countries found themselves welcomed and were glad to live under the governments set up by the British.

The only groups in this country that the settlers had difficulty in getting along with were the American Indians. The Indians could not read or write. They did not understand many of the colonists' customs; nor did the colonists understand the customs of the Indians. The colonists built permanent homes in groups and communities and worked hard to improve the land, to increase trade and industries, to provide good schooling for their children, and to provide orderly, peaceful living conditions for their families. The Indian tribes had an authority and organization that seemed to the colonists to be constantly changing. Their members generally lived in established territories, had homes, and took care of the forests. Many tribes used forms of agriculture. Some moved from place to place, hunting and fishing. A few Indians joined the settlers' groups, but most of them were a constant danger to the peace and order of the Colonies.

It was the hope of the colonists that the King and *the Parliament* at London would give them a real form of self-government, with authority delegated to their own *assemblies* to make their laws for the purpose of protecting their lives, their families, their property, and their freedom. For hundreds of years past England had been one of the few countries in the world in which the people had had a large share in the authority and responsibility of government.

THE KIND OF GOVERNMENT THAT THE BRITISH GAVE TO THE COLONIES

The government of the early Colonies was in the hands of the British King and his advisers. For over 100 years the colonists were fairly well satisfied with it. The mother country did not *interfere* too much with the personal freedom of the colonists. The British King sent governors to the colonies; but the colonists were allowed to elect members of lawmaking assemblies which had the right to decide about taxes, public improvements, and other important matters. The royal governors sometimes interfered with the rights of the assemblies and of the colonists, but in general the people of the Colonies were very loyal to the King and British Government and thought themselves well treated.

THE FRENCH AND INDIAN WAR

Between 1754 and 1765 changes began to take place. The British became engaged in a war with France. In America the French, with their Indian allies, and the British colonists, with their Indian allies, fought against each other. The colonists fought bravely and spent their money freely to defend their country. The British sent generals and soldiers to help the colonists. Together they won the war. The war was over in 1763 and the British got Canada. Afterward the British Government, which had spent large sums of money in fighting the French in Europe and in India, as well as in North America, tried to collect part of the cost of the war from the colonists, who had already suffered heavy losses in fighting the French and Indians. To do this, the government in 1765 put a heavy stamp tax on all kinds of business and trade in the Colonies. Part of the money raised in this way was to be spent in the Colonies for improvements and better protection against the Indians, but part was to be taken back to Great Britain.

Many of the colonists claimed that they could have won the war without the British soldiers; but, more than anything else, they complained that they were being taxed without being given the old English right of voting for or against the plan of taxation. They had no representatives in the British Parliament, and their own elected assemblies were not consulted by the British Government across the ocean.

FEELINGS GREW BITTER

As feelings grew more bitter, the government of King George III began to interfere in other ways with the lives and businesses of the colonists. Great Britain had always tried to keep other countries from getting a share of their trade, and the colonists had made no objection as long as they could count on British protection from the French, the Spanish, and the Indians. But now the British Government put new ***burdens*** of taxation and regulation on such trade, in ways that hurt the colonists badly. And the colonists began to feel that all their freedom, and especially the rights of self-government, which they had always claimed, were being taken away from them.

Delegates from the Colonies met as a *"Continental Congress"* at Philadelphia in 1774 to discuss the troubles that they were having with Great Britain. They hoped to get fairer treatment by sending a petition to the King, but many of them were willing to fight to get from Great Britain what they considered to be their rights.

HOW THE COLONIES WON THEIR INDEPENDENCE

The war which had ended in 1763 left the British the most powerful nation in the world. In planning to fight against this great power for their rights, the colonists had to remember that they were divided into 13 separate groups, loosely joined by a new Congress of delegates having no real authority that would be ***binding*** on the people back home in each colony. The Colonies had no well-trained soldiers and no real armies. In the rough-and-tumble fighting with the French and the Indians they had been very successful, but after all it must be remembered that they had been fighting against the Indians in the new country for a hundred years or more and knew that kind of fighting much better than the British soldiers and their officers did. However, the colonial fighting men were not trained to fight in settled country, on regular battlefields, and against well-drilled groups of soldiers who had learned in famous battles in many parts of the world to work together and gain the great advantage of cooperation. The colonists were mostly farmers, trappers, and traders, and even in their cities they had few factories that could make *weapons* and other things needed for fighting a war.

The only money they had was British money, and, when the war began, their trade with Great Britain and with all other countries was stopped by the British war vessels, so that they could not get any more money from outside the Colonies. The weak central government that they had set up had no right to *demand* tax money but could only ask each Colony to give as much as it was willing to give.

GEORGE WASHINGTON

In June 1775 the Continental Congress did the best thing it could possibly have done to carry on the war successfully. It chose George Washington, of Virginia, the bravest, most able, most patient, and unselfish man in all the Colonies, to be the commander of the Colonial Army. He had been a fighter since his boyhood and a very useful citizen in many other ways. He soon proved that, even if he did not have enough soldiers to beat the famous British "red coats," he could lose battles without losing the war, for he never let his army be captured—as British armies were captured by our forces at Saratoga in 1777 and at Yorktown in 1781, in the two most *decisive* battles of this war. His soldiers loved him and all the colonists trusted him.

Washington's fame and the colonists' fight for freedom soon began to draw helpers from Europe—such men as Lafayette and Rochambeau from France, Kosciusko and Pulaski from Poland, and von Steuben from Germany—and these men helped to train and lead the colonial soldiers in the kind of fighting that was needed to beat the British. Love of freedom and *admiration* for George Washington often kept the Colonial Army from breaking up and going home when there was no money to pay the soldiers and hardly any food, clothes, or weapons to keep them alive and fighting.

THE DECLARATION OF INDEPENDENCE

The struggle against the British drew the colonists closer together. At first they hoped that their willingness to fight might *persuade* the British Government to respect their rights and to treat them better. But as the war went on, they began to favor complete separation from Great Britain. Soon a committee of the Continental Congress, made up of Thomas Jefferson, Benjamin Franklin, John Adams, Roger Sherman, and Philip Livingstone, was appointed to draw up a *Declaration of Independence.*

On July 4, 1776, the Declaration of Independence, which had been written mostly by Thomas Jefferson, was *adopted* by the Congress representing the 13 Colonies in that part of America which later became the United States. Almost a month passed before the Declaration was signed by 56 men. These signers and their families were regarded as *traitors* by the British Government. It is no wonder that Benjamin Franklin said, as the *document* was being signed, "We must indeed all hang together, or most assuredly we shall all hang separately."

Among the signers were farmers, lawyers, merchants, ministers, planters, doctors, and men of other *occupations.* If you study Figure 11 you will read the names and occupations of the 56 men who signed the Declaration. You will also learn which State each represented. The 13 Colonies that became 13 States were (1) New Hampshire, (2) Massachusetts, (3) Rhode Island, (4) Connecticut, (5) New York, (6) New Jersey, (7) Pennsylvania, (8) Delaware, (9) Maryland, (10) Virginia, (11) North Carolina, (12) South Carolina, and (13) Georgia. Perhaps your own State is among them.

The Declaration of Independence *proclaimed* that the Colonies were from that day forward free and inde-

Declaration of Independence

THE SIGNERS OF THE DECLARATION OF INDEPENDENCE

(Adopted July 4, 1776)

Name	*State*	*Work*
John Adams	Mass.	lawyer.
Samuel Adams	Mass.	brewer.
Josiah Bartlett	N.H.	physician.
Carter Braxton	Va.	land owner.
Charles Carroll	Md.	lawyer.
Samuel Chase	Md.	lawyer.
Abraham Clark	N.J.	lawyer.
George Clymer	Pa.	merchant.
William Ellery	R.I.	lawyer.
William Floyd	N.Y.	land owner.
Benjamin Franklin	Pa.	printer.
Elbridge Gerry	Mass.	merchant.
Button Gwinnett	Ga.	merchant.
Lyman Hall	Ga.	physician.
John Hancock	Mass.	merchant.
Benjamin Harrison	Va.	planter.
John Hart	N.J.	farmer.
Joseph Hewes	N.C.	merchant.
Thos. Heyward, Jr.	S.C.	lawyer.
William Hooper	N.C.	lawyer.
Stephen Hopkins	R.I.	merchant.
Francis Hopkinson	N.J.	lawyer.
Samuel Huntington	Conn.	lawyer.
Thomas Jefferson	Va.	lawyer.
Richard Henry Lee	Va.	planter.
Francis L. Lee	Va.	planter.
Francis Lewis	N.Y.	merchant.
Philip Livingston	N.Y.	merchant.
Thomas Lynch, Jr.	S.C.	planter.
Thomas M'Kean	Del.	lawyer.
Arthur Middleton	S.C.	planter.
Lewis Morris	N.Y.	farmer.
Robert Morris	Pa.	merchant.
John Morton	Pa.	surveyor.
Thomas Nelson, Jr.	Va.	merchant.
William Paca	Md.	lawyer.
Robert T. Paine	Mass.	lawyer.
John Penn	N.C.	lawyer.
George Read	Del.	lawyer.
Caesar Rodney	Del.	merchant.
George Ross	Pa.	lawyer.
Benjamin Rush	Pa.	physician.
Edward Rutledge	S.C.	lawyer.
Roger Sherman	Conn.	shoemaker.
James Smith	Pa.	lawyer.
Richard Stockton	N.J.	lawyer.
Thomas Stone	Md.	lawyer.
George Taylor	Pa.	manufacturer.
Matthew Thornton	N.H.	physician.
George Walton	Ga.	lawyer.
William Whipple	N.H.	merchant.
William Williams	Conn.	merchant.
James Wilson	Pa.	lawyer.
John Witherspoon	N.J.	minister.
Oliver Wolcott	Conn.	lawyer.
George Wythe	Va.	lawyer.

Figure 11

The Signers of the Declaration of Independence pendent States and no longer under any allegiance or obligation to the British King, and that they had full power to make war or peace, or to take any action that other independent States had a right to take.

THE FINAL VICTORY OF THE AMERICANS

The colonists were successful in their War for Independence. When the news of the Declaration of Independence reached Europe, the French began to think about fighting the British again. The courage of Washington and his Army, the colonists' victory at Saratoga, and the failure of the British armies to defeat the scattered and weak colonists led France to make an *alliance* with "the United States of America" in February 1778, and soon after to send a *fleet* of war vessels to their aid. Spain and Holland also joined the war against Great Britain although they did not send help to the colonists. The British began to have troubles in many places. Before long they had to give up Philadelphia, which they had captured in 1777, and were only able to hold New York City and parts of the Southern States. Finally their only fighting army in this country was surrounded at Yorktown in Virginia and forced to *surrender.*

The patience and able leadership of George Washington, the courage of his little army and its officers, and the help given by our French allies had won the war. When the *treaty* of peace was signed in 1783, the Colonies were *recognized* by the great nations of Europe as independent States and an independent Nation, which they had been claiming to be since 1776.

INDEPENDENCE DAY

Ever since the signing of the Declaration of Independence we have *celebrated* the 4th of July as Independence Day. We celebrate it as our Nation's birthday. The old cracked Liberty Bell, which was used to "proclaim Liberty throughout all the land unto all the *inhabitants* thereof," may be seen today in the old Statehouse in Philadelphia. (See Figure 12.)

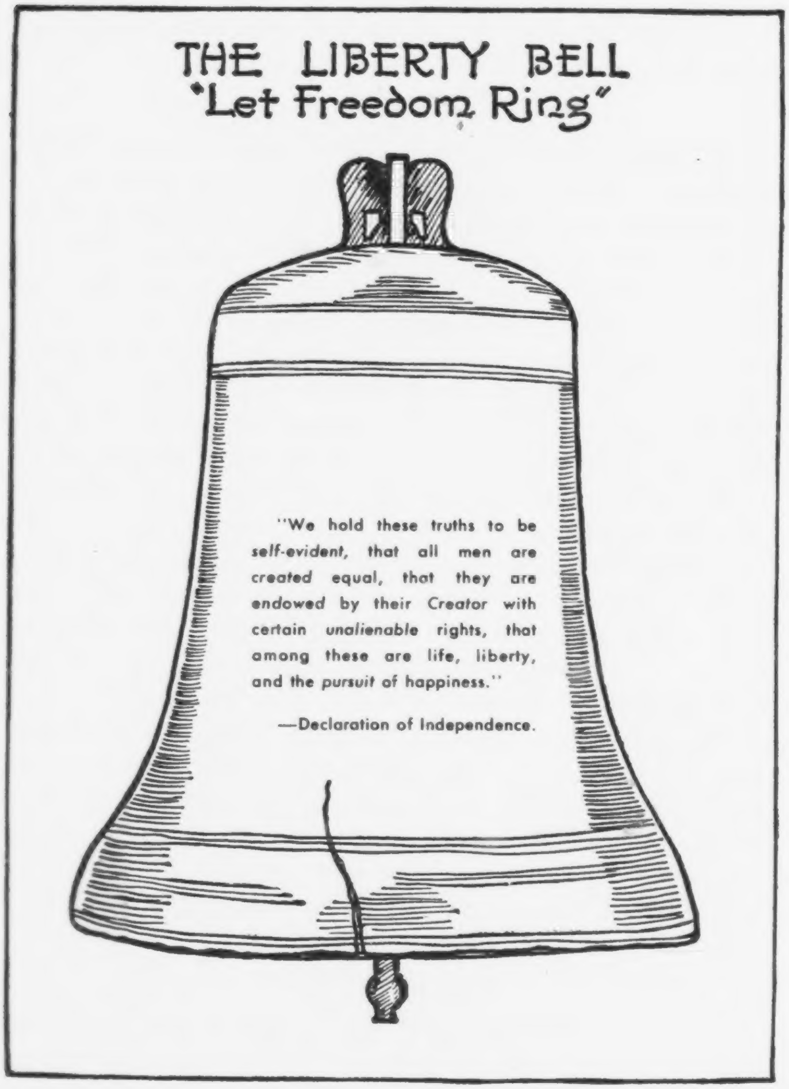

THE LIBERTY BELL
"Let Freedom Ring"
"We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain *unalienable* rights, that among these are life, liberty, and the *pursuit* of happiness."
—Declaration of Independence.

Figure 12

The Liberty Bell

THINGS TO DO

Put the correct words in each blank:

1. The ________________ settled what is now known as Pennsylvania.

2. The lawmaking body of the British Government is called the ______________________________.

3. The 13 Colonies fought a long war and won from Great Britain their _________________________.

4. The document declaring the 13 Colonies to be free and independent States is known as the ____.

5. We celebrate our Nation's birthday on the fourth of __________.

6. The 13 Colonies that won their independence from Great Britain were:

1. ____________________
2. ____________________
3. ____________________
4. ____________________
5. ____________________
6. ____________________
7. ____________________
8. ____________________
9. ____________________
10. ____________________
11. ____________________
12. ____________________
13. ____________________

Some more new words that the student should understand:

admiration—great liking for.

adopted—accepted.

agricultural—connected with farming.

alliance—agreement of groups to cooperate.

assemblies—the meetings of a group; a word often used in connection with lawmaking groups.

binding—serving to connect persons or things closely together.

British—people of England, Scotland, and Wales.

burdens—things heavy or hard to carry.

celebrated—made an important or a happy occasion of.

Colonies—newly settled communities or countries that belong to an older national group.

colonists—persons living in a colony.

Continental Congress—a group of delegates from all the colonies which met first in 1774 to make plans to protect the rights of the colonists.

created—made new.
Creator—God, the Supreme One.
decisive—deciding, having final influence on the result.
Declaration of Independence—the public statement by which the Continental Congress declared the 13 North American Colonies to be free from Great Britain.
delegates—persons to whom other persons give authority to represent them, usually at a meeting.
demand—ask or call for with authority.
document—a written or printed paper that often is used as a guide for action.
endowed—given valuable gifts or rights.
established—set up or created.
fleet—a number of ships under one command.
forbidden—ordered by someone in authority that something not be done.
founding—starting or setting up.
independence—freedom from being ruled by someone else.
independent—not needing the support, or subject to the control, of someone else.
inhabitants—people who live in a place.
interfere—act in a way to hamper the actions or freedom of another person.
occupations—ways of earning a living.
Parliament, the—name for the British lawmaking group.
persecuted—treated with repeated acts of cruelty.
persuade—win over by argument.
Pilgrims—persons who left England to find religious freedom.
proclaimed—made a public statement about an important thing.
profit—gain, sale of an article for more than was paid for it.
pursuit—search for.
recognized—accepted.
self-evident—so clear that nobody can misunderstand.
surrender—give up.
traitors—persons who go against their allegiance.
treaty—an important agreement between two or more nations.
unalienable—that which cannot be taken away.
weapons—things to fight with, as guns.

* * *

CHAPTER 7

How a New Constitution Was Planned and Adopted

"We the people of the United States, . . . establish this Constitution for the United States of America."
—*First words of the Federal Constitution.*

★

After the colonists won their independence from Great Britain they faced the problem of choosing a form of government for themselves. What kind of government would about 4 million people in a new country choose? To what kind of a government would they give power to make laws that they themselves must obey?

To answer these questions, the wise leaders of the 13 States wrote the Constitution, which is today the *supreme* law of the United States. Let us read about the planning of the Constitution.

★

THE NEED FOR A STRONG GOVERNMENT

The War for Independence freed the 13 Colonies from Great Britain. They became independent States. But they still had the problem of setting up a government on which they could all agree. Here were 13 States, free but in an unfriendly world. They did not know how closely they must get together for safety, or how independent of each other they could afford to be. They had not paid all the expenses of the war. They had no money with which to pay their debts. No general plan had been worked out to guide them in their relationship with foreign countries. They no longer had a mother country to protect them from other nations. They had no real central government. What were they to do? What good or bad things could they see ahead of them?

Some of the people in the States wanted to set up a strong central government. Others were fearful that in so doing they would lose some of the freedom for which they had fought.

THE ARTICLES OF CONFEDERATION

For 8 years (1781–89) the people of the 13 States tried to work out their problems through a plan of government known as *Articles of Confederation.* In this plan a central government was set up, but it had so little power that it could not do much to help the States or their people. It had no chief *executive* to enforce its laws. It had no power to collect taxes, and so could not work out a general tax system for all 13 States. It could ask the States for money but could not force them to give it. The people of each State felt that their State could *withdraw* from the Union whenever they wanted it to. The *Confederation* could not really protect their property. It could not settle *disputes* among the States. They could not even feel sure that it could defend them from their enemies.

A DANGEROUS PERIOD

The 8 years from 1781 to 1789 are known as the *Critical Period* of our country's history (a period when difficult decisions were being reached). During those years it was often thought that the people of each of the 13 States were too much interested in their own State to join in forming a strong union. Many thoughtful people began to fear that the States would stand idly by and let their chance of becoming a nation slip away from them. It was hard to get able persons to take leading positions in such a weak Confederation. Slowly the States began to drift apart and to *distrust* one another. And so, little by little, some of the leading men of the States began to argue that there must be a strong central government, with enough authority to force the States to obey its laws. It was difficult to get such a plan started. But finally the

Congress, which was the only central group for the representatives of the 13 States, decided to suggest to the States that they arrange for a *convention* to change and strengthen the Articles of Confederation.

THE CONSTITUTIONAL CONVENTION OF 1787

The Convention began its meetings in Independence Hall in Philadelphia on May 25, 1787. This was the same hall in which the Declaration of Independence had been signed almost 11 years before.

The State governments had named more than 70 delegates to attend the Convention, but only 55 came. The State of Rhode Island did not send anyone. Only 39 delegates finally signed the Constitution. The signers and the other delegates who worked faithfully to draw up the new plan of government are now known as the "Fathers of the Constitution."

What kind of men represented the States in this Convention? If each community in your State were asked to send a representative to your State capital to help improve your State government, you and your neighbors would certainly try to select someone who knew the needs of the community and was able and *vigorous.* Just so, in 1787, the States sent to the Constitutional Convention at Philadelphia some of their most *experienced* leaders. The best known among them were George Washington, who patiently acted as president through the long sessions, and by his wisdom and *influence* did his country a fine service in guiding and holding together his fellow delegates; Benjamin Franklin, the 81-year-old Pennsylvanian who had for so many years represented his country in England and France; James Madison, of Virginia, who did more than any other member of the group in actually writing the new Constitution, ably helped by Gouverneur Morris and James Wilson, of Pennsylvania; and Alexander Hamilton, of New York, the fiery, young *advocate* of a strong central government.

The Convention was made up of men who came from different groups in their communities. Each was loyal to his own State. Some came from small and some from large States. Their *opinions* differed widely on the question of how the small and the large States should be represented in the new government. Some of the *deputies* were rich and others were poor. Some were property owners with slaves as a part of their property. This led them into differences of opinion with the representatives of States that did not approve of slavery. There were sharp differences, too, between the representatives of the farming States and of the States with large cities and many merchants. At times it seemed hopeless to try to get any general agreement.

DIFFERENT PLANS FOR A NEW GOVERNMENT

Every delegate had to think of many people besides himself. Each had to remember the main interests of the people of his own State—the business interests, the ways of living, the customs of government—as well as many smaller group interests within his State. No delegate could feel comfortable about going back to his people at home unless he had gotten for them as many good things as anybody got out of the new plan of government. Of course, that meant that every State group of delegates had to be ready to give up some of the things that their State wanted in order to get other things that it needed as much. The thing that all of the States really needed most was a smoothly working system of national government. It was because some of the delegates were wise enough to see this, and were persuasive enough to make the rest of the members see it too, that the convention finally succeeded in planning and adopting a Constitution that all the world has admired and that has been a *model* followed in various ways by other governments ever since. The leaders of the convention were wise enough to *compromise.*

THE COMPROMISE

Some of the smaller States had at first wanted to be completely independent; that is why little Rhode Island had not sent any delegates. But as the members of the Convention talked matters over for 4 months, they all began to see certain things more clearly. Some of these were:

1. That no single State could be sure that it was safe from foreign *invasion.*
2. That no single State was strong enough to protect its foreign trade.
3. That no single State could successfully handle the problem of the Indians.
4. That no single State could deepen and improve, for shipping and water control, rivers that ran through several States.
5. That they all needed good connecting roads for travel, trade, and postal service.
6. That they all had much the same needs and the same *ideas* about laws, freedom, religion, and self-government.
7. That they all had suffered needlessly from the weakness of the Articles of Confederation.

The small States were still worried for fear that other States, especially the large States, would get the better of them. Some delegates were so *distrustful* that they walked out of the Convention rather than agree to give up any part of their State's independence.

Instead of breaking up in a disagreement, as some expected, the Convention finally agreed that each small State should have the same number of Senators in the United States *Senate* as the big States did—two each. They also agreed that *representation* in the *House of Representatives* should be divided among the States according to the number of their inhabitants. However, as the big States might be expected to pay more tax money to the central government than the small States, all laws about raising money would have to be agreed upon by the House of Representatives, where the large States would have more votes, before the Senate could vote on them.

There were also several other compromises by which different groups of States were given certain special rights in exchange for giving up other rights. But in the end they all agreed to a plan for a central government that would be strong enough to make them act together and form a single nation.

EXAMPLES FROM THE PAST THAT GUIDED THE CONVENTION GROUP

If you were asked to write out a constitution for a club or other group organization in which you were interested, how would you begin? Would you look about you for some model or example from the past to guide you? That is just what the Fathers of our Federal Constitution did at Philadelphia. They looked into the past for something good to copy. But they did not copy any single model. They borrowed certain ideas from a number of different *sources* with which they were or had been in contact.

1. They borrowed from their experiences with the British government. You may remember that the English colonists brought to this country many ideas of self-government in use in their home country. The British had a constitution (although not a written one), which was supposed to protect their right of self-government. There was a great deal more personal liberty in Great Britain than in most European countries, and the people there had the right to elect certain members of the Parliament. They could rely on the British law courts for fairer trials than in other countries. Some of these ideas became standards and principles that guided the writers of our Constitution.

2. The Colonial Charters helped to guide the Convention's work. The citizens of the 13 Colonies had lived for many years under written colonial charters. Some of these charters contained many ideas for government organization. The colonists who lived under these charters

usually liked the ideas set forth in them, and it is natural that they used them as models from which to work out a Federal Constitution.

3. The Declaration of Independence helped the makers of our Constitution. The delegates at Philadelphia found great help in the Declaration of Independence, which had been adopted 11 years before. It had stated some of the objectives of a democratic government. It had declared that such a government must get its power from the people. It had *protested* against the wrong things the British Government had done. Many of the principles and standards of our Government that are as true today as they ever were can be found in the Declaration of Independence. For example, it declares that all men are created equal and have a right to live, to be free, and to work for happiness; it proclaims the duty of the Government to *preserve* these rights of the people.

4. There were 13 State constitutions in 1789. When the Colonies renounced their allegiance to Great Britain they also declared themselves to be independent States. Each of the colonial groups then wrote its own State constitution. In doing so it borrowed ideas from the colonial charter. At Philadelphia the Fathers of our Federal Constitution studied the plans of government that had been set up by these State constitutions and found some of them very helpful in guiding their work.

5. The Articles of Confederation helped the Convention. The Articles of Confederation under which the 13 States had lived during the Critical Period were of some use. The government organization under these Articles had been very unsatisfactory, but it gave the delegates at Philadelphia many suggestions, which kept them from repeating the mistakes of the past in establishing the new plan of government.

6. The political ideas of leaders were of help to the delegates at Philadelphia. Not everything that guided the Fathers of the Constitution could be found in written form. The great thinkers among the delegates them-

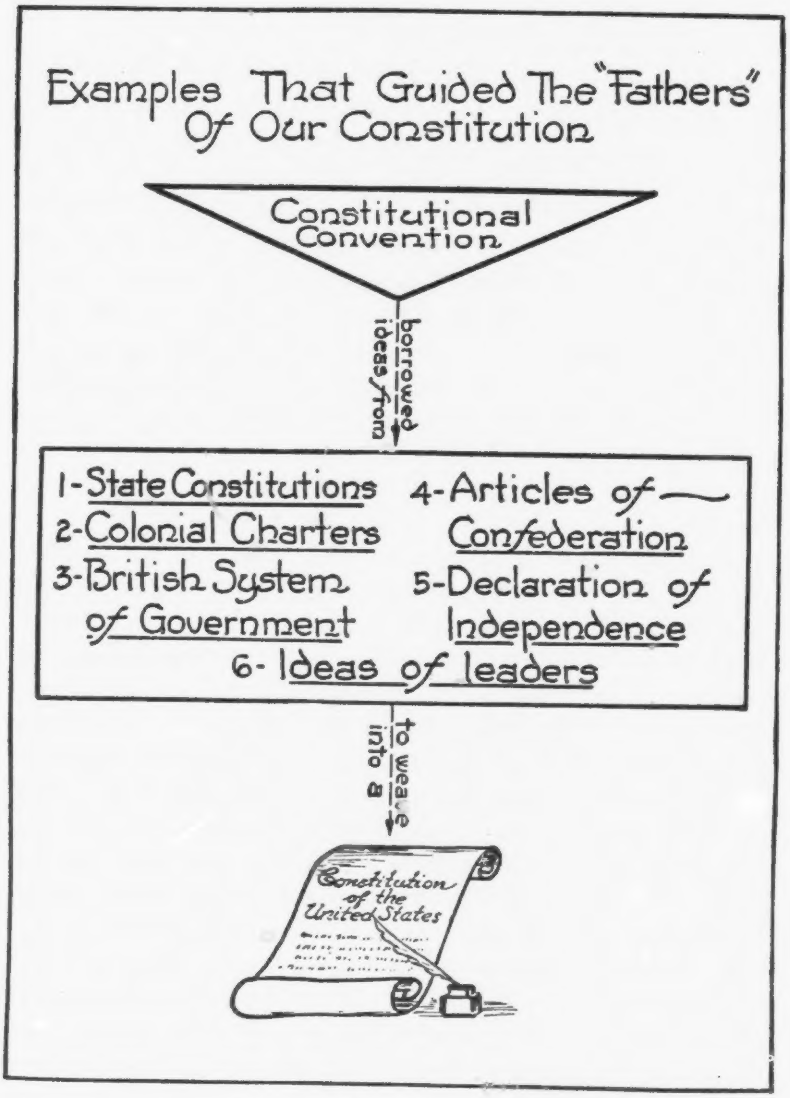

Examples That Guided The "Fathers" Of Our Constitution
Constitutional Convention
borrowed ideas from
1-State Constitutions
2-Colonial Charters
3-British System of Government
4-Articles of Confederation
5-Declaration of Independence
6-Ideas of leaders
to weave into a
Constitution of the United States

Figure 13

Examples That Guided The "Fathers" of Our Constitution selves had many ideas about government. They, after all, were the ones who had fought the mother country in order that they might establish their own form of government. The ideas of great thinkers of other nations helped also. For example, it was a French writer, Montesquieu, whose writings suggested to Gouverneur Morris and others the idea of dividing the Government's power among three branches: the *legislative* branch, the *executive* branch, and the *judiciary*.

RESULTS OF THE CONSTITUTIONAL CONVENTION

After a long summer of work, the Convention asked Gouverneur Morris to write the final *draft* of the Constitution. This he did, and on September 17, 1787,* the document was ready for the members of the Convention to sign. Only 39 of the 55 members signed it. Some were absent and others refused to sign. Then there remained only one final step to take. That was to send copies of the Constitution to each of the 13 States for *ratification*. (See Figure 14.)

SUMMARY

We can see clearly that the making of our Constitution by the delegates from 12 States was a very difficult task. We know that it called for great wisdom to write a new plan of government that would have a chance of being accepted by the States. We know that, just as we would borrow ideas from many places if we were to write a plan for any new government group, so the Convention group borrowed a bit here and a bit there to weave into a new pattern of government for our Nation. The adoption of the Constitution created a new Republic of 13 States, all joined in one Nation to form the United States of America. The Constitution is to this day the highest law of our land.

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*On February 29, 1952, the President signed a Joint Resolution passed by both Houses of the Congress, designating September 17 of each year as "Citizenship Day" in commemoration of the formation and signing, on September 17, 1787, of the Constitution of the United States, and in recognition of all who, by coming of age or by naturalization, have attained the full status of citizenship.

THINGS TO DO

Can you select the word or phrase that will make each of the following statements read correctly?

1. The Articles of Confederation were—
   (1) our present Constitution.
   (2) our plan for State governments.
   (3) the early plan of government for the 13 free States.

2. One of the questions before the delegates to the Constitutional Convention was—
   (1) how to weaken the central government.
   (2) how to provide for fair representation for both large and small States in the new government.
   (3) how to spend the money of the States.

3. The final draft of the Federal Constitution was signed by—
   (1) all members of the Convention.
   (2) no members of the Convention.
   (3) 39 members of the Convention.

4. After the War for Independence, the 13 States were—
   (1) *wealthy.*
   (2) safe and *secure.*
   (3) deeply in debt.

5. After the War for Independence, the 13 States needed—
   (1) a weaker central government.
   (2) a stronger central government.
   (3) no central government.

6. The purpose of the Constitutional Convention was—
   (1) to *revise* the existing plan of government.
   (2) to talk over the war.
   (3) to elect a president.

7. Our Federal Constitution was written and signed in the city of—

(1) New York.
(2) Boston.
(3) Philadelphia.

8. The only State not represented in the Federal Convention at Philadelphia was—

(1) Virginia.
(2) Rhode Island.
(3) New York.

Questions to discuss in your study group:

1. Why was it so difficult for the delegates at Philadelphia to decide on a plan of government that the 13 States would accept?

2. Who were some of the leaders at the convention in Philadelphia?

3. What were some of the reasons that caused the 13 States to want to join together and form a union?

4. From what sources did the Fathers of the Constitution borrow ideas to use in writing the Constitution for the new Nation?

Some more words that the student should understand:

advocate—a person who urges some special course of action.
Articles of Confederation—written agreement for cooperation among the 13 independent State government groups after the Declaration of Independence.
compromise—make a bargain in which each person or group gives up something in order to make agreement possible.
Confederation—the group of 13 original States under the Articles of Confederation.
convention—a meeting of delegates.
Critical Period—the time when difficult decisions had to be made.
deputies—representatives.
disputes—quarrels.
distrust—feel no trust or confidence in.
distrustful—having no trust or confidence in what is going on.

draft—wording, choice of words to express ideas already agreed on.

executive—an officer or group of officers whose duty is to put something into effect, as a law.

executive—having authority and power to put things into effect.

experienced—having remembered and profited from trial and practice.

House of Representatives—a group of elected representatives chosen by the people to make laws, particularly the "lower house" of Congress.

ideas—thoughts or opinions.

influence—power of a person to sway the opinions or actions of others.

invasion—an unfriendly entering or attack.

judiciary—a system of courts of justice.

legislative—having power or authority to make laws.

model—something to be copied.

opinions—what a person thinks, without knowing it to be true.

preserve—keep safe or in good condition.

protested—objected to (usually against something that injured the objector).

ratification—adoption, acceptance, favorable vote.

representation—choice of a few persons to act for a larger group.

revise—improve by changing.

secure—make a thing safe.

Senate—a group of lawmakers, particularly the "upper house" of Congress.

sources—places from which anything comes or is gotten.

supreme—highest, most important, having most authority.

Union—things joined to make a single whole, like the States in our Nation.

vigorous—full of life.

wealthy—rich.

withdraw—to get away, or to take away.

* * *

CHAPTER 8

Establishing the Constitution, Which Gave a Central Government to Our Nation

> "Let our object be our country, our whole country, and nothing but our country. And, by the blessing of God, may that country itself become a vast and splendid *monument*, not of *oppression* and terror, but of wisdom, of peace, and of liberty, upon which the world may gaze with admiration forever!"
>
> —*Daniel Webster.*

★

In the last chapter we learned how the 13 States passed through a dangerous time under weak Articles of Confederation. We learned that some of the leaders of the States saw the need for a stronger central government. We learned how 55 leaders were sent to Philadelphia to strengthen the Articles of Confederation, and how their work resulted in the Constitution of the United States. In this chapter we shall learn how the Constitution was adopted by the people of the States and what kind of a central government it set up for the new Nation.

★

HOW THE NEW CONSTITUTION WAS *RATIFIED* (ACCEPTED AND MADE OFFICIAL)

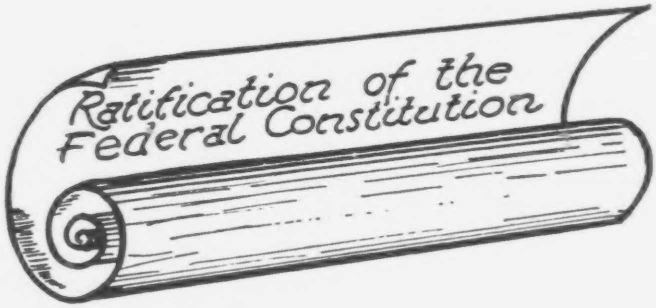
When the delegates to the Constitutional Convention finished their work by voting in favor of the new Constitution, they had only taken the first step in making a new Nation. They themselves had no power to force the people of the 13 States to accept their work. One State—Rhode Island—had not been represented at all in the Convention, and another—New York, one of the largest and most powerful—had only agreed very unwillingly to let one man, Alexander Hamilton, attend; many New York leaders were against having a central government. So the delegates provided in the Seventh *Article* of the New Constitution that the adoption (or ratification) by "nine States, shall be *sufficient* for the *establishment* of this Constitution between the States so ratifying the same."

ACCEPTANCE OF THE NEW CONSTITUTION

When the various State governments received copies of the Constitution, they took official action, calling upon the people of their States to send delegates to State conventions to study the new Constitution and to vote "Yes" or "No" on it.

Delaware acted first. Its State Convention met in December 1787, only a few weeks after the Constitutional Convention finished its work in Philadelphia, and ratified without a single vote of "No." Pennsylvania ratified 5 days later by a vote of 46 to 23. Then New Jersey and Georgia each approved the new Constitution without a *dissenting* vote; and before the month of January 1788 was far advanced, the Connecticut Convention voted 128 to 40 in favor of ratification. Massachusetts had a bitter *contest* in its Convention, but those who favored the new Constitution won by a vote of 187 to 168. The ratifying *resolution* thanked God for the "opportunity *deliberately* and peacefully without *fraud* or surprise of entering into an *explicit* and solemn *compact* with each other by *assenting* to and ratifying the new Constitution"; but suggested that certain fears of the good people of Massachusetts could be removed by amendments which they hoped would soon be adopted.

In the spring and early summer of 1788, Maryland, South Carolina, and New Hampshire ratified without serious disagreement. This completed the *favorable* vote of nine States, so the Constitution could be put into effect without further delay. But the great States of Virginia, North Carolina, and New York and the small State of Rhode Island were missing and left great gaps in the territory of the new Nation.


Ratification of the Federal Constitution

SEVENTH ARTICLE: "The ratification of the conventions of nine States shall be sufficient for the establishment of this Constitution between the States so ratifying the same."

☆

State	*Date of Ratification*
1. Delaware	December 7, 1787
2. Pennsylvania	December 12, 1787
3. New Jersey	December 18, 1787
4. Georgia	January 2, 1788
5. Connecticut	January 9, 1788
6. Massachusetts	February 6, 1788
7. Maryland	April 28, 1788
8. South Carolina	May 23, 1788
9. New Hampshire	June 21, 1788
10. Virginia	June 26, 1788
11. New York	July 26, 1788
12. North Carolina	November 21, 1789
13. Rhode Island	May 29, 1790

☆

Within seven months from the date of ratification by the first State, nine States had voted to approve the Constitution. However, the new government could not have gotten along very well without the approval of the two large States, Virginia and New York. After New York had approved the Constitution, the city of New York was chosen as the *temporary* seat of the Federal Government. It was there that George Washington was inaugurated as President on April 30, 1789.

Figure 14

Ratification of the Federal Constitution

The people of Virginia, the biggest State with the largest *population,* were sharply divided about the new Constitution. Only three of the six Virginia delegates had signed it—George Washington, James Madison, and John Blair. The great name of Washington was a strong influence in its favor, but the fiery orator, Patrick Henry, *argued* long and brilliantly against it. Finally a favorable vote of 89 to 79 was taken. In ratifying, the Virginia convention declared that the powers granted under the Constitution were only such as were willingly given by the people of the United States, and that *liberty of conscience* and of *the press* could not be taken away from the people by any authority in the United States.

Then came New York, and here a great struggle took place. New York was a big State, standing like a wedge in the center of the seacoast, with the best harbor of all. It could completely cut off New England from the other States. If New York voted against the Constitution and stayed outside the Union, it would separate the new Nation into two unconnected parts. So it seemed important that the advantages of the Constitution should be explained more fully to New York. With this in mind, Alexander Hamilton, James Madison, and John Jay wrote and *circulated* 85 *articles* in which they set out the reasons why the Constitution should be adopted. Their strong *arguments* were *published* later in a book called "The Federalist"—a book that is still very valuable as a study of our government. The articles seem to have *convinced* just enough members of the New York State Convention, for on July 26, 1788, New York ratified the Constitution by the close vote of 30 to 27.

At last, success was won. North Carolina, the twelfth State to ratify, did not accept the Constitution until 7 months after the first President had been chosen. Rhode Island, the one State that had not sent any delegate to the convention in Philadelphia, refused to have anything to do with the new government until May 1790. By that time she had discovered that she was being treated like a foreign nation and that she was too weak to exist alone. So she finally consented to ratify and thus to become one of the United States. (See Figure 14.)

Even after the Constitution had been ratified, many persons were still disturbed about this new and strange Union to which they belonged. Others accepted it eagerly and believed that it would in time make the United States one of the greatest nations on earth.

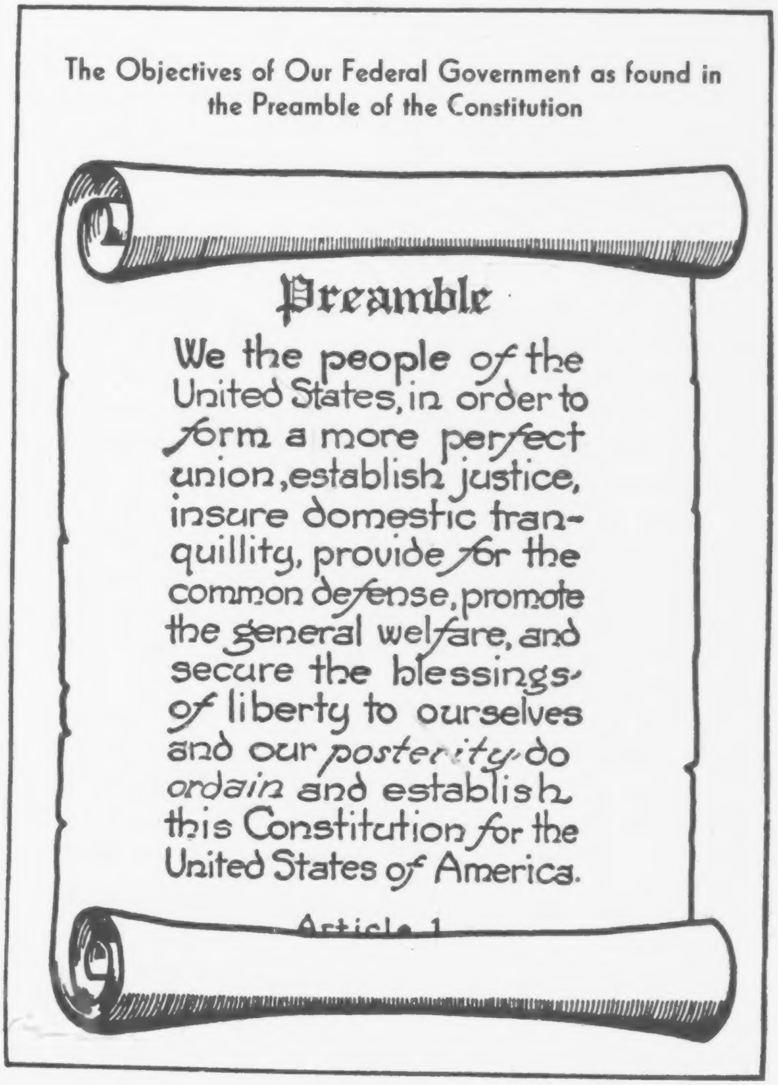
THE FIRST PRESIDENT

After the new Constitution had been ratified by the States, the next thing to do was to choose the men who were to represent the people in the new government. First; a Congress was elected. The people elected their Representatives and the State assemblies elected their Senators, as provided in the Constitution. Then the people of the States selected well-known citizens to serve as *electors* and to choose a President. These electors chose George Washington as President and John Adams as Vice President. New York became the temporary *Capital* of the Nation, and it was there that George Washington was sworn in as President on April 30, 1789.

No wonder there was rejoicing on the part of the leaders who had worked so hard to form a new plan of government. Certainly they had done something to be proud of in later years, for they had set up a Constitution that was to become one of the most famous in the world.

THE BASIC FACTORS OF GROUP LIFE AS FOUND IN THE NEW CONSTITUTION

As the Constitution brought together into a single government group 13 State governments and about 4 million people, it will be interesting to see whether this great charter provides all the basic factors that we have found in other important groups. The Fathers of the Constitution may not have been thinking of these basic factors while they were at work in Philadelphia. They were simply trying to make a government plan that would



The Objectives of Our Federal Government as found in the Preamble of the Constitution

Preamble

We the people of the United States, in order to form a more perfect union, establish justice, insure domestic tranquillity, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our *posterity* do *ordain* and establish this Constitution for the United States of America.

Article 1

Figure 15

The Objectives of Our Federal Government: Preamble of the Constitution be better than they had had before, either under the Confederation or under Great Britain. Yet, in order to get what they wanted, we shall see that they actually considered all the basic factors of group life.

1. The Constitution provides for an authority strong enough and broad enough for a great nation. The final authority belongs to the people themselves. The different branches of the Government receive their authority as it is delegated (passed on) to them by the people, who can increase or decrease the power of the Government if they wish. The Constitution gives to the central government of the Nation the authority to make laws on most subjects that are of common interest to all the people, and the power to put those laws into effect and make both the State governments and the people respect and obey them. Federal laws are the "last word" on national questions, but State laws are the "last word" on State questions, because the people have delegated part of their authority to the Federal Government and part to the State governments.

2. The Constitution makes clear the objectives of our Federal Government group. The opening *sentence* of the Constitution (which is called its *Preamble*) merely explains the purpose of the people in adopting this important document. It says that the people wanted to form a "more perfect Union" in order to (1) establish *justice,* (2) insure *domestic tranquillity,* (3) provide for the *common defense,* (4) *promote* the general welfare, and (5) secure the blessings of liberty for themselves and their families forever. In chapter 19 of this book you will find a full explanation of each of these objectives. In Figure 15 you can read the Preamble of the Constitution in the very words in which James Madison, Gouverneur Morris, and the other "Fathers" wrote it.

3. The Constitution provides for the organization of the government group. It sets up a *Federal System* of government. The Federal Government is organized by

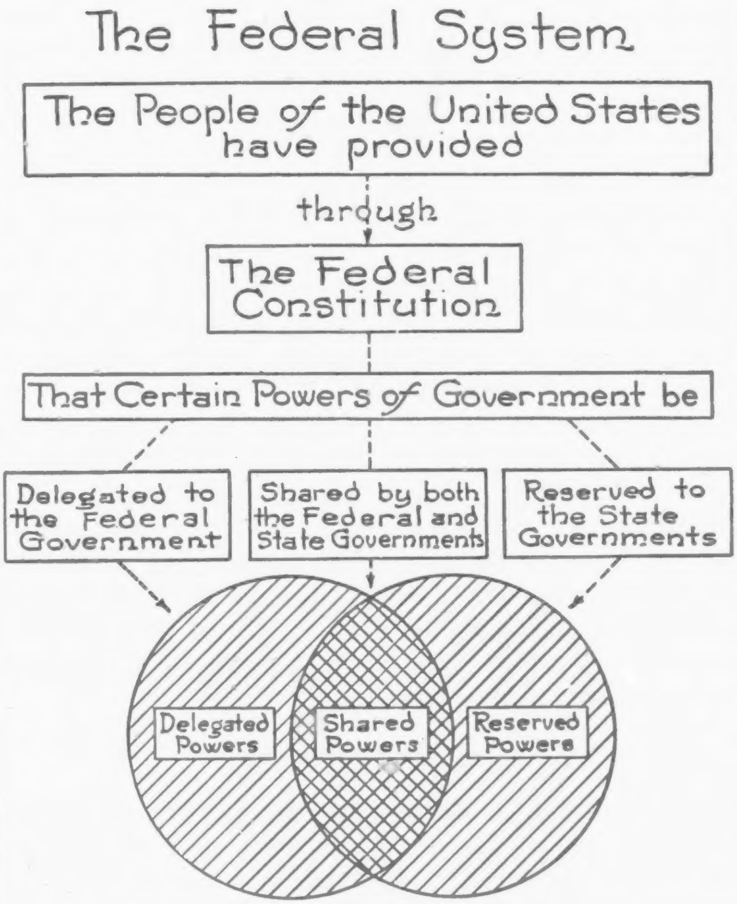
the agreement of equally powerful States, which agree that a central authority can do many things better than they themselves can, working separately. For this reason it is often called a dual (or double) system of government.

By far the greater part of the Constitution is taken up with provisions for the organization of the Federal Government. It gives a long list of the subjects on which the legislative, or lawmaking, branch can make laws. It tells how officials shall be chosen and how laws shall be passed. It describes the duties of the President and the powers of the Supreme Court and other Federal courts. Although it does not contain rules for the organization of the State governments—because 13 of them were already doing their work before the Constitution was adopted—it *reserves* to the States the powers that are not delegated to the Federal Government. The States are free to exercise the reserved powers, or not to exercise them, as they choose.

4. The Constitution provides for contacts with other groups. For a Federal system it is necessary that the Constitution should set up well-understood relationships between the central government and the State governments. We have just spoken of the powers delegated to the Federal Government and those reserved to the States. Besides these, there are certain powers that are shared by both Federal and State Governments and are known as *concurrent powers.* Please turn to Figure 16, as it will help you to understand these somewhat *complicated* relationships.

The Constitution also provides for contacts between our Nation and foreign countries, by giving the President power to appoint *ambassadors,* other *public ministers* and *consuls,* and to receive ambassadors and other public ministers from foreign countries.

It also explains the relationship that should exist between the several branches of the Federal Government.


The Federal System
The People of the United States have provided
through
The Federal Constitution
That Certain Powers of Government be
Delegated to the Federal Government
Shared by both the Federal and State Governments
Reserved to the State Governments
Delegated Powers
Shared Powers
Reserved Powers

"The powers not delegated to the United States by the Constitution nor *prohibited* by it to the states are reserved to the states respectively, or to the people." The 10th Amendment of the Constitution of the United States.

Figure 16

The Federal System

5. The Constitution was built upon certain important principles and standards. We shall study very carefully some basic principles of the Constitution (and its Amendments) in chapter 10 and in the last two chapters of this book. Many of these basic principles seem to have been in the minds of the Fathers of the Constitution as they made their plans at Philadelphia, but were not put into the Constitution when they adopted it, because the delegates were trying to set up a central government that would satisfy the people, rather than to declare general principles. This caused a great deal of questioning in some States, as we have seen—in Massachusetts, Virginia, and New York, for example. These States ratified the Constitution only on the understanding that a *Bill of Rights* would be acted upon promptly by the new Senate and House of Representatives and would be *submitted* to the States for ratification as Amendments to the Constitution. Such a Bill of Rights was adopted by the Congress in its first year, 1789, and was agreed to by the States in the form of 10 amendments before the end of 1791. We will study the provisions of the Bill of Rights in the next chapter. Now it will be interesting to make a list of a few of the basic principles of the Constitution as it was at first adopted.

STANDARDS OF GOVERNMENT

First of all, the Constitutional Convention decided that three branches of Government—that which makes the laws (the Legislative), that which operates the Government and puts the laws into effect (the Executive), and that which explains the laws and settles disagreements on *legal* questions (the Judiciary)—should each represent the people separately and have limited powers, largely independent of each other except for certain *"checks and balances."* Second, it decided that all men should be equal in their right to the protection of the laws. Third, it decided that all the States should be equal, that no State should receive special favors from the Federal Government, and that each State must *recognize* and respect the laws of all other States. Fourth, it decided that every State should be *guaranteed* a *republican form of government,* with the final authority belonging to the people themselves, and with the powers of government delegated by the people to elected representatives. Fifth, it decided that the people should always have the right to change their Constitution by the carefully considered action of their representatives in the Congress, if approved by three-fourths of the States. And, sixth, it decided that the Constitution, laws properly made by the Congress, and treaties agreed to by the President and the Senate were to be the highest laws of the land—higher than the laws of any State or the orders of any public official. (See Figure 17.)

THINGS TO DO

Questions to discuss in your study group:

1. At the Constitutional Convention at Philadelphia there were all sorts of delegates present. These 55 men came from different kinds of homes and daily work; they came from different parts of the country; they felt separate loyalties to their home States.

Yet, somehow among all these differences these leaders sat down and found things on which they could agree. No one of them received everything he had hoped for, but almost everyone received something he had wanted in the new form of government. In the end they agreed upon a constitutional system of government for the new Nation.

Why do you think that they agreed?

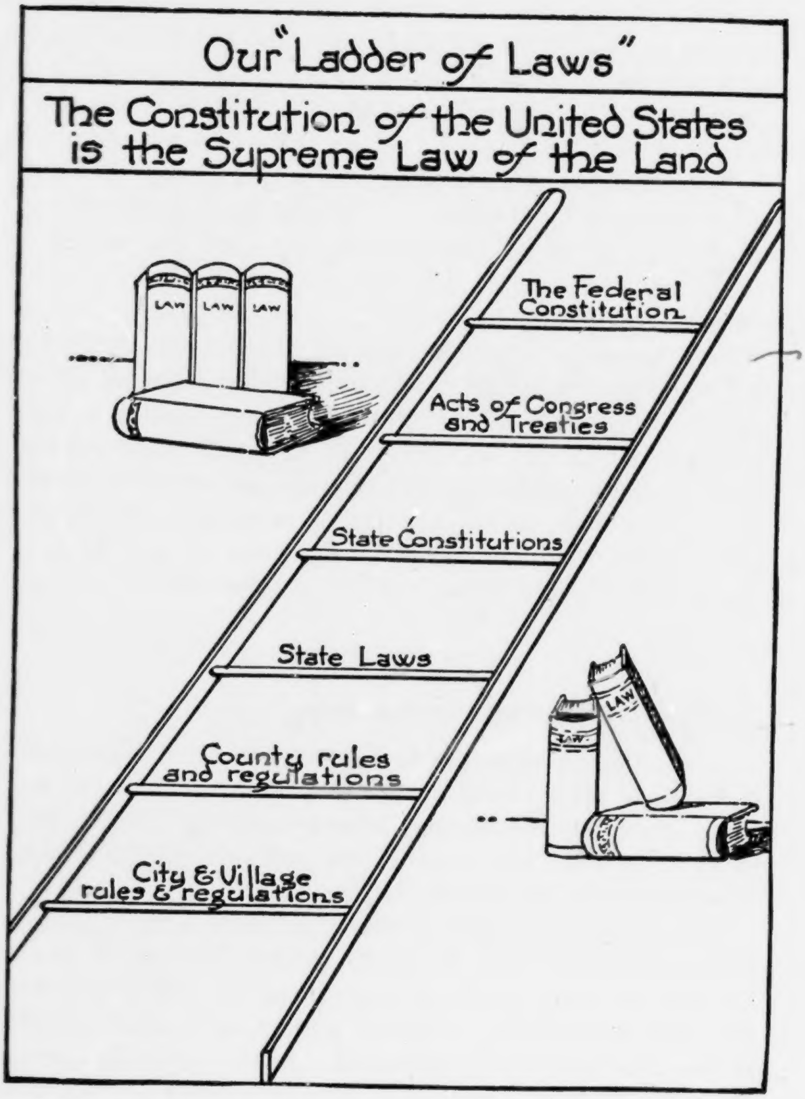

Our "Ladder of Laws"
The Constitution of the United States is the Supreme Law of the Land
LAW
LAW
LAW
The Federal Constitution
Acts of Congress and Treaties
State Constitutions
State Laws
County rules and regulations
City & Village rules & regulations
LAW
LAW

Figure 17

Our Ladders of Laws

Can you find in your own life examples that show how several groups of persons have overcome difficulties for the sake of some larger purpose? Does this sort of compromise happen around us every day? Among businessmen? Among farmers? Among laborers? Why do citizens of our country have to learn to compromise in their daily contacts and lives?

2. The authority in the Constitutional Convention did not belong to one man alone. It was in a number of great leaders. Can you name some well-known group in your daily life in which the authority belongs to a number of persons? Perhaps, in which it is delegated to a committee? Can you give an example in which one person has all the authority?

Is there opportunity for authority in every group to which you belong? Are you a leader in any one of these groups? Why do we need many good leaders in a democratic country?

3. Why should every good citizen in this country know something about government groups? Try to make a list of the reasons why you should study national, State, and local political groups.

4. Locate your State on the outline map in Figure 2. What reasons can you give for wanting your State to have a government of its own?

Some more words that the student should understand:

ambassadors—the highest-ranking persons sent by one nation to represent it officially in dealing with other nations.
argued—gave reasons in favor of or against.
arguments—reasons in favor of or against.
article—a particular part of a writing consisting of two or more parts.
articles—written or printed statements of facts or reasons.
assenting—agreeing, or voting "yes."
Bill of Rights—an official statement of basic rights belonging to the people of a nation.
Capital—place for the headquarters of the Government.

checks and balances—ways in which each principal branch of the Federal Government can prevent one of the other two branches from acting too fast or becoming too powerful (fully explained in a later chapter).

circulated—passed around to people.

common defense—acts for protecting all the people of a country.

compact—an official agreement.

complicated—with several parts so woven together as to be hard to understand.

concurrent powers—powers that the Nation and any State may use at the same time.

consuls—officers who represent a nation in business matters in a foreign city.

contest—struggle.

convinced—satisfied by argument.

deliberately—acting only after careful thought.

dissenting—voting "No."

domestic tranquillity—peace at home or in the community.

electors—persons chosen by the voters to meet and select a President and a Vice President for the United States.

establishment—setting up, putting into effect.

explicit—explained very clearly.

favorable—for instead of against.

Federal System—the central government working in agreement with State governments.

fraud—trickery.

guaranteed—made safe or certain.

justice—absolute fairness.

legal—in agreement with law, or connected with law.

liberty of conscience—freedom to think what you believe is right.

monument—something large and fine, built or kept up to remind us of some person or past event.

oppression—cruel use of authority or power.

ordain—give a formal order for.

population—people living in some particular place or area.

posterity—our children and their children, and so on; our descendants.

Preamble—an opening statement.

press, the—anything printed and offered to the public, such as newspapers, magazines, or books.

prohibited—forbidden, not allowed.

promote—bring or force forward.

public ministers—high officials sent by one nation to represent it in dealing with another nation; lower in rank than ambassadors.

published—printed and offered to the public.

ratified—accepted and made official.

recognize—accept with approval.

republican form of government—a government by leaders who get their authority directly or indirectly from the people.

reserves—saves especially for a purpose.

resolution—statement of an official group adopted by vote.

sentence—several words used together that express a complete thought.

submitted—passed on to someone else for action or assent.

sufficient—enough.

temporary—lasting only a short time.

* * *

CHAPTER 9

How Our Constitution Has Grown

The greatness of the Constitution lies partly in its method of *development*, by *formal* and *informal* means, according to the needs of the people.

★

In our last chapter we learned how the 13 States ratified the Constitution and accepted the new Federal Government. But no form of government is likely to remain unchanged for over 185 years. Times change, and the people and their needs change. The Fathers of the Constitution provided for the development of our Constitution so it could serve these changing needs. By "development" we mean an advance to meet new needs. Let us consider how our Constitution *develops*.

★

HOW CAN FORMAL CHANGES (AMENDMENTS) BE MADE IN THE CONSTITUTION?

The Fifth Article of the Constitution provides two different ways in which changes can be *proposed* to the States and two different ways in which States can approve such changes and make them a part of the Constitution. These four ways (which are the rules by which such formal changes can be made) are shown in Figure 18. In the first place, (1) the United States Senate and House of Representatives may each decide, by a favorable vote of two-thirds of those present, that a proposed amendment shall be approved and sent to the States for adoption. (2) If, on the other hand, the legislatures of two-thirds of the States apply to the Congress for an amendment, the Congress must call together a national convention to discuss and prepare such an amendment.

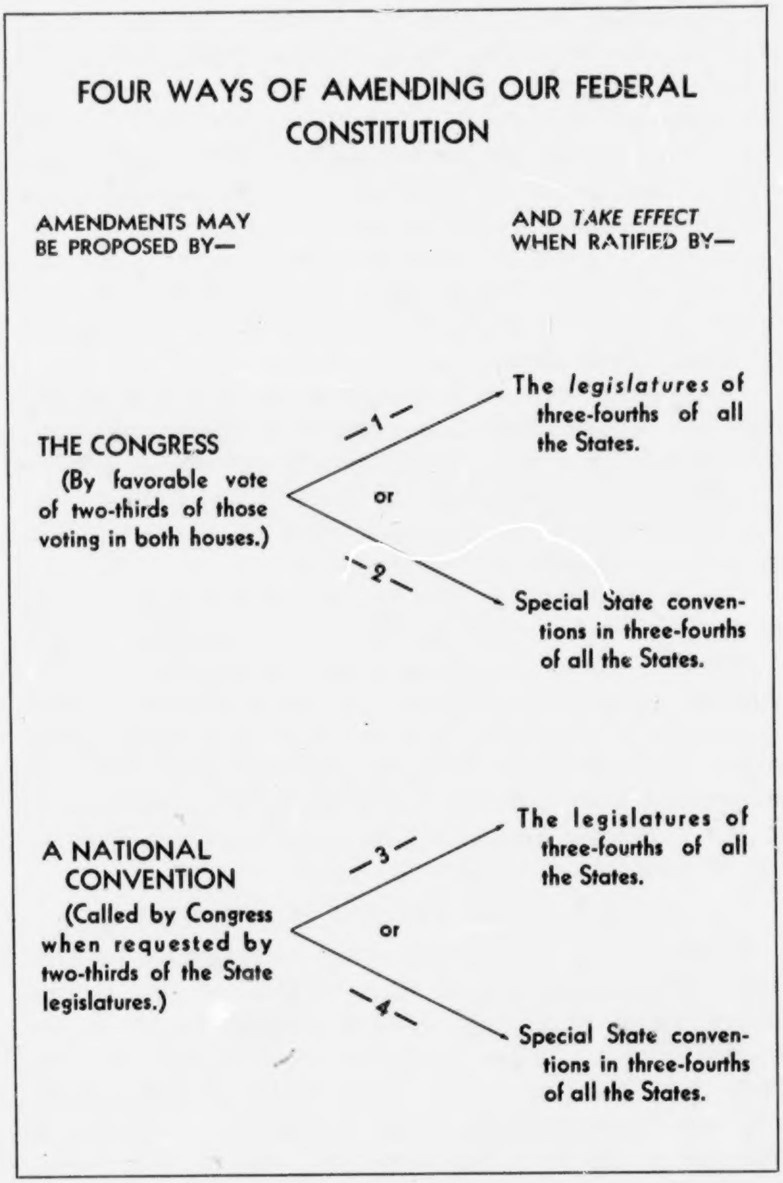

FOUR WAYS OF AMENDING OUR FEDERAL CONSTITUTION
AMENDMENTS MAY BE PROPOSED BY—
AND *TAKE EFFECT* WHEN RATIFIED BY—
THE CONGRESS
(By favorable vote of two-thirds of those voting in both houses.)
—1—
or
—2—
The *legislatures* of three-fourths of all the States.
Special State conventions in three-fourths of all the States.
A NATIONAL CONVENTION
(Called by Congress when requested by two-thirds of the State legislatures.)
—3—
or
—4—
The legislatures of three-fourths of all the States.
Special State conventions in three-fourths of all the States.

Figure 18

Four Ways of Amending Our Federal Constitution

In case either step (1) or (2) is taken, the consent of three-fourths of all the States must be gotten before the proposed change actually becomes *effective.* In sending the proposed amendment to the States for their consent, the Congress may (3) *direct* that the legislatures of the States shall decide the question; or it (4) may call upon the States to hold special conventions (very like the Constitutional Convention, which we studied about in chapter 7), each of which shall be made up of delegates from the people of that State who shall decide for or against the proposed amendment.

There have been 26 amendments in all. For all except the Twenty-first Amendment, Congress proposed the amendment and the legislatures of the States adopted it. However, in proposing the Twenty-first Amendment, the Congress directed that each State must call together its own convention to vote its decision.

You have already learned that the first 10 amendments to the Constitution made up what is usually called the Bill of Rights. These amendments stated a long list of rights that the people already had and that the Federal Government was forbidden to take away from them. You will find a full list of these amendments, and of the 16 others that were afterward adopted, together with a list of the 7 original articles of the Constitution, in Figures 19, 20, and 21 on the next 3 pages.

OUR CONSTITUTION CAN GROW IN OTHER WAYS

When George Washington was inaugurated in 1789 under the newly-adopted Constitution of the United States, there were only about 4 million people in the United States. Today there are over 200 million. In 1789 there were no really large cities, no railroads or automobiles, no telephones or telegraphs, no radios or televisions, and very few factories. As cities, factories, railroads, automobiles, telephones, telegraphs, radio, television, and many other things developed, the plan of government given us by the Constitution had to be fitted to new national needs many more times than 26 amend-

THE CONSTITUTION AS IT WAS ADOPTED

PREAMBLE

Explains the purposes of the people in adopting the Constitution.

FIRST ARTICLE

Provides for a Congress and *defines* its power to make laws.

SECOND ARTICLE

Provides for the election of a President and Vice President, with defined powers, and for the *appointment* of other officials.

THIRD ARTICLE

Sets up a Supreme Court, authorizes the Congress to set up other courts, and defines their powers.

FOURTH ARTICLE

Defines relationships between the Federal Government and the States, and between the States themselves.

FIFTH ARTICLE

Tells how the Constitution may be amended.

SIXTH ARTICLE

Accepts responsibility for all debts that the Nation owed before the adoption of the Constitution; declares that the Constitution, constitutional laws, and treaties are the supreme law of the land; and provides that all public officers must take an oath to support the Constitution.

SEVENTH ARTICLE

Declares that ratification by nine States will put the Constitution into effect.

Figure 19

The Constitution and Its Growth by Amendments: The Constitution

THE BILL OF RIGHTS—1791

FIRST AMENDMENT

Forbids the Congress to interfere with religion, free speech, a free press, or with the right to *assemble* peaceably, or to petition the Government.

SECOND AMENDMENT

Guarantees to the people the right to have weapons.

THIRD AMENDMENT

Guarantees against lodging soldiers in private houses without the *consent* of the owners.

FOURTH AMENDMENT

Provides that there shall be no search or *seizure* of persons, houses, goods, or papers, without a *warrant.*

FIFTH AMENDMENT

Declares that there shall be no *trial* for serious offenses without a *grand jury indictment,* no repeated trials for the same offense, no *condemnation* without trial, no compulsion to be a *witness* against oneself, and no property taken for public use except at a fair price.

SIXTH AMENDMENT

Requires a speedy and public trial for criminal offenses in the district where the crime was committed, a fair jury, a plain statement of the *accusation,* gives the *accused* the right to be represented by a lawyer and to *compel* the attendance of his witnesses, and requires all witnesses to *testify* in the presence of the accused.

SEVENTH AMENDMENT

Provides that in *lawsuits* about anything valued at more than $20, a trial by jury shall be allowed.

EIGHTH AMENDMENT

Prohibits too large *bail* or *fines,* and cruel or unusual *punishments.*

NINTH AMENDMENT

Declares that rights not stated in the Constitution are not therefore taken away from the people.

TENTH AMENDMENT

States that powers not delegated to the United States nor prohibited by the Constitution to the States are reserved to the States or to the people.

Figure 20

The Constitution and Its Growth by Amendments: Amendments 1 to 10

AMENDMENTS PASSED AFTER THE BILL OF RIGHTS

ELEVENTH AMENDMENT (1795)

Declares that the Judiciary of the United States does not have authority to hear a suit against a State if brought by a citizen of another State or a foreigner.

TWELFTH AMENDMENT (1804)

Provides a better way of electing the President and Vice President.

THIRTEENTH AMENDMENT (1865)

Puts an end to slavery.

FOURTEENTH AMENDMENT (1868)

Defines citizenship of the United States and of a State, prohibits States from taking away the rights of citizens unlawfully, defines the basis of representation in the House of Representatives, states certain *disqualifications* from holding public office, and *confirms* certain Civil War debts and *disclaims* others.

FIFTEENTH AMENDMENT (1870)

Declares that no citizen shall lose the right to vote because of race, color, or previous condition of servitude.

SIXTEENTH AMENDMENT (1913)

Gives Congress power to enact *income-tax* laws.

SEVENTEENTH AMENDMENT (1913)

Provides that United States Senators shall be elected by the people.

EIGHTEENTH AMENDMENT (1919)

Prohibited the *manufacture,* sale, or transportation of alcoholic *beverages.* (*Repealed* in 1933.)

NINETEENTH AMENDMENT (1920)

No citizen shall be refused the right to vote because of being a woman.

TWENTIETH AMENDMENT (1933)

Changes the date of the *inauguration* of the President and of the opening of the Congress, and provides for filling the Presidency and Vice Presidency under certain conditions.

TWENTY-FIRST AMENDMENT (1933)

Repeals the 18th Amendment and forbids the carrying of alcoholic liquors into any State, Territory, or *possession* of the United States in *violation* of its laws.

TWENTY-SECOND AMENDMENT (1951)

Limits the number of times anyone may be elected to the office of President.

TWENTY-THIRD AMENDMENT (1961)

Gives citizen residents of the District of Columbia the right to vote for the President and Vice President.

TWENTY-FOURTH AMENDMENT (1964)

Declares that no citizen shall be prevented from voting for the President, the Vice President, or members of the Congress because he has not paid a tax.

TWENTY-FIFTH AMENDMENT (1967)

Sets forth the method of determining Presidential disability, and provides a plan for filling a vacancy in the office of Vice President.

TWENTY-SIXTH AMENDMENT (1971)

Provides that no citizen, who is 18 years of age or older, shall be denied the right to vote in Federal or state elections because of age.

Figure 21

The Constitution and Its Growth by Amendments: Amendments 11 to 26 ments would take care of. The Constitution has had to be explained and *interpreted* so that it could meet the needs of the times. How has this been done?

1. THE CONSTITUTION HAS BEEN DEVELOPED THROUGH GENERAL LAWS PASSED BY THE CONGRESS

The Congress has passed laws to establish rules for the Federal courts and new courts as they have been needed. The Congress has passed laws creating the Executive *Departments* of the Federal Government, and also many *bureaus* and *commissions*. In this way, the Congress has actually changed and added to the organization of the Government. It has also passed laws determining who should become President if the President and the Vice President should die while in office. Many other *details* of government organization have been built up on the foundation of the Constitution by laws passed by the Congress.

2. THE MAKING OF TREATIES HELPS TO DEVELOP THE CONSTITUTION

Our *relations* with other nations are under the joint control of the President and the Senate. The Constitution provides that the President—

> "shall have power, by and with the advice and consent of the Senate, to make treaties, provided two-thirds of the Senators present *concur*. . . ."

When the President and Senate together agree with a foreign nation upon a treaty this often helps to develop the meaning of the Constitution. The Constitution does not say whether aliens living in this country can own land, so you might think that the States would decide this matter. But the President and the Senate have made treaties with foreign governments in which the right to own land in the United States was granted to the citizens of the foreign countries. Again, the Constitution gives Congress the power to "provide and *maintain*" a Navy. The Congress has usually decided how large the

Navy should be by controlling the amount of money spent for it. But we made treaties with foreign nations in which we agreed to limit the size of our Navy. Many more examples could be given to show how treaties help to develop the meaning of the Constitution.

3. THE FEDERAL COURTS HELP TO EXPLAIN THE MEANING OF THE CONSTITUTION

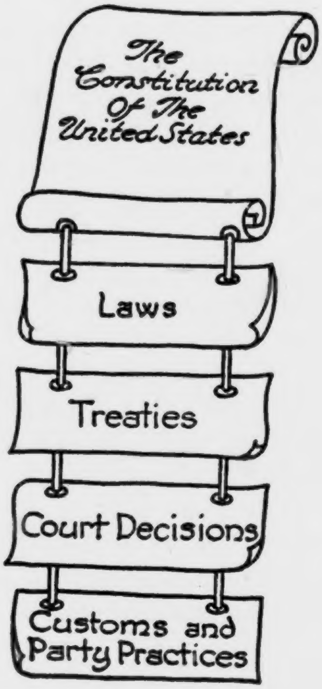
One purpose of the Federal courts is to explain or interpret our Constitution, laws, and treaties. The courts are sometimes called on to decide the meaning of words of the Constitution. Some of the laws made by Congress have been held to be unconstitutional (not in agreement with the Constitution). Many others have been held to be constitutional. The Supreme Court has approved as constitutional many acts of Congress that members of the Constitutional Convention could not possibly have had in mind at the time when the Constitution was written. What statesman of 1787 could have imagined the need for laws to regulate telegraph, telephone, radio, and television between the States? Yet the Supreme Court has decided that such laws, when they are drawn up in agreement with the basic principles of government given us in the Constitution, are constitutional. Such decisions, and the laws that they have approved, apply the principles of the Constitution to new situations.

4. CUSTOM AND THE *PRACTICES* OF OUR POLITICAL PARTIES HAVE ADDED MEANING TO THE CONSTITUTION

The political parties in this country have adopted different ways of *nominating* candidates for national offices. Neither the Constitution nor the Federal laws give us any standards to regulate such nominations. Yet the way of choosing officers to whom the people may delegate authority is part of the plan of government built on the foundation of the Constitution.

Sometimes custom is stronger than written law. It is a custom that the President shall in most cases appoint

The twenty-six formal amendments to our Federal Constitution represent but one method by which our Constitution grows


The Constitution Of The United States
Laws
Treaties
Court Decisions
Customs and Party Practices

Development of Our Federal Constitution by Informal Methods

Figure 22

Development of Our Federal Constitution by Informal Methods members of his own political party to head the Executive departments of the Federal Government. This has proved a good way to reach the objective of the Second Article of the Constitution—the setting up of an effective executive branch to put the laws into effect.

5. RULES MADE BY GOVERNMENT AGENCIES HELP TO DEVELOP THE PLAN OF GOVERNMENT OUTLINED IN THE CONSTITUTION

Many of the acts passed by the Congress are rather general. They do not take care of all the details that are necessary to put the laws into effect. This responsibility is delegated to some government agency, such as a department, bureau, or commission. Often the *agencies* that put the laws into effect have to make rules to fill in the details. These rules have the same general effect as acts of the Congress if they interpret the law and do not go beyond it. In this way the rules made by government agencies help to develop the plan of government outlined in the Constitution.

We can readily see that the Constitution has grown both through regular amendments and through informal methods, as Figure 22 shows. A great Chief Justice of the Supreme Court, John Marshall, said over a hundred years ago:

> "We must never forget that it is a Constitution . . . intended to *endure* for ages to come, and, *consequently,* to be *adapted* to the various *crises* of human affairs."

It should be remembered, however, that the Supreme Court of the United States may decide whether each part of the government plan built up by laws on the foundation of the Constitution is constitutional or unconstitutional.

THE CONSTITUTION HAS GROWN BY THE ADDITION OF NEW STATES TO THE NATION

One by one new States have been added to the Federal Union. Instead of the original 13 States there are to-

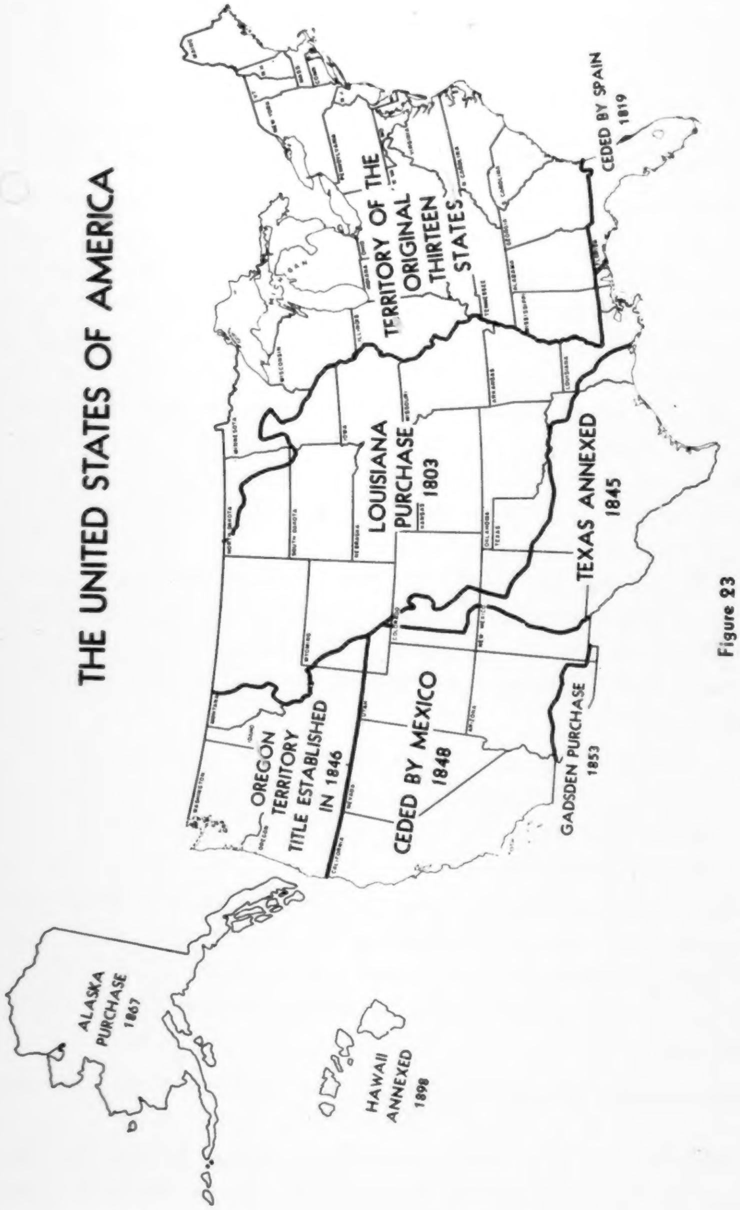

THE UNITED STATES OF AMERICA
ALASKA PURCHASE 1867
HAWAII ANNEXED 1898
OREGON TERRITORY TITLE ESTABLISHED IN 1846
CEDED BY MEXICO 1848
GADSDEN PURCHASE 1853
LOUISIANA PURCHASE 1803
TEXAS ANNEXED 1845
TERRITORY OF THE ORIGINAL THIRTEEN STATES
CEDED BY SPAIN 1819

Figure 23

Map: The United States of America

day 50 States in our country. These new States sometimes were formed by dividing old States. However, the Constitution provides in the Fourth Article that a new State may only be formed out of part of an old State if the legislature of the old State gives its consent. For example, Maine separated from Massachusetts and became a new State in 1820, but only after Massachusetts had consented.

New States have been formed out of some of the territories (lands) that have been joined to the United States. Some of these lands were bought with money; some were gained by treaty or in other ways. The following table shows the new lands that have been joined to our Nation since 1790. Study also the map shown in Figure 23.

Territory Added to the United States Since 1790:

Louisiana—purchased in 1803 from France.
Florida—purchased in 1819 from Spain.
Texas—*annexed* in 1845.
Oregon—gained in 1846 by treaty with Great Britain.
Mexican *cession*—gained in 1848 by treaty with Mexico.
Gadsden purchase—purchased in 1853 from Mexico.
Alaska—purchased in 1867 from Russia.
Hawaii—annexed in 1898.
Guam—gained in 1899 by treaty with Spain.
Puerto Rico—gained in 1899 by treaty with Spain.
American Samoa—gained by treaty in 1900.
Panama Canal Zone—leased in perpetuity by treaty in 1904 with the Republic of Panama
Virgin Islands—purchased in 1917 from Denmark.
Swain's Island—sovereignty over proclaimed in 1925.

For many years our Government owned large *areas* of western lands that were not part of any State. These it governed as Territories. As time went on, the people of these Territories applied to the Congress to admit the Territories into the Union as new States.

HOW A STATE IS ADMITTED TO THE UNION

When a group of people, living in a particular area that is not part of an existing State, wishes to set up a new State, it petitions the Congress for permission to do so. The Congress may then tell the people of that area to prepare a State constitution. The people organize to do this and offer to the Congress a State constitution, which (1) sets up a representative form of government for the State group, and which (2) is in no way *contrary to* the Federal Constitution. If a majority of the Congress approves of the proposed constitution and thinks that the area would make a desirable new State, it votes favorably on a statehood bill, and the new State is then admitted as a member of the national group of States.

THINGS TO DO

Answer each of the following questions:

1. How many times has the Federal Constitution been changed by amendment?
2. Did the Federal Constitution originally contain a Bill of Rights?
3. What are the four possible ways of adopting amendments to our Federal Constitution?
4. How has the meaning of the Federal Constitution been developed by general laws passed by the Congress?
5. Can the Supreme Court change the Constitution?
6. How many of our 50 States have State constitutions?
7. Can the State constitutions be amended? (Find out.)

Some more new words that the student should understand:

accusation—charge of wrongdoing against a person.
accused—the person charged with wrongdoing.
adapted—changed to fit.
agencies—groups of officials or other persons selected to do some special job.
annexed—added or joined to something else.

appointment—the choice of an officeholder not made by vote.
areas—definite spaces of territory.
assemble—meet together.
bail—money or some other valuable object given to any government agency to make sure that a prisoner, if let go, will appear again for trial.
beverages—things to drink.
bureaus—offices for public business, smaller than Executive Departments, and the people who work in them.
cession—giving up.
commissions—government groups, usually headed by several officers with equal powers.
compel—force someone to do something unwillingly.
concur—agree officially.
condemnation—a finding that a person is guilty and must be punished.
confirms—makes something stronger by agreeing to it.
consent—agreement.
consequently—as a result of factors already mentioned.
contrary to—against.
crises—times when difficult decisions must be made.
defines—explains just what a thing is, or how it is done, or can be done.
Departments—Government executive groups formed for some particular purpose, as the Department of Justice.
details—particular parts of anything.
development—an advance to meet new needs.
develops—advances to meet new needs.
direct—guide, or cause to move in a chosen direction.
disclaims—denies any connection with or claim to.
disqualifications—qualities that prevent a person from doing some task.
effective—successfully producing the end desired.
endure—last.
fines—punishment by requiring payment of money.
formal—done according to set rules.
grand jury indictment—a legal accusation of wrong usually made by a special group of citizens chosen to decide whether a person shall be brought to trial.
inauguration—the act of taking the oath of office by the President.
income tax—a payment to the Government, the amount of which is determined by the taxpayer's earnings or profits.

informal—done in easy ways that are proper but not according to set rules.
interpreted—explained in language that the listener understands.
lawsuits—actions by which one person sues another in a court of law.
legislatures—lawmaking bodies.
maintain—keep up.
manufacture—the making of an object, usually by machinery.
nominating—naming a candidate for office.
possession—anything that a person or nation owns and holds.
practices—things done many times.
proposed—offered for action or argument.
provides—makes ready for future use.
punishments—pain, suffering, or loss because of crime.
relations—well-understood connections between two or more persons or things.
repealed—canceled, given up.
seizure—quickly taking and holding by force.
take effect—operate.
testify—swear to the truth of a statement.
trial—hearing in a court of justice.
violation—breaking of a rule of law
warrant—a legal order
witness—One who tells under oath what he knows about something

* * *

CHAPTER 10

Some Rights and Opportunities of Group Life in the United States

"My country, 'tis of thee, sweet land of liberty."

—*Samuel Francis Smith.*

★

In chapter 9 you learned that the first 10 amendments to the Constitution are known as the Bill of Rights, and in chapter 8 (on pp. 84 and 85) you learned about 6 basic standards or principles in the Constitution itself, which recognize the rights of the people to govern themselves and to have freedom and justice. All these recognized rights of the people are highly important features of our Government and must be explained here in a chapter of their own.

★

SOME REASONS WHY ALIENS LIVING IN OUR COUNTRY WISH TO BECOME CITIZENS

Our country is the home of more than 200 million people. About 3½ million of them are today not citizens of the United States; in other words, about 98 in every 100 persons are citizens. Most of these nearly 3½ million *noncitizens* who have come to this country as immigrants intend to make their homes here for the rest of their lives.

By our *generous* system they are given many of the same advantages that our own citizens enjoy, and can live the good life of this country in safety and happiness. After living here the necessary number of years they are welcome to become citizens by naturalization if they can prove good character, attachment to the principles of our Constitution, and that they will make good and useful citizens. Their children born in this country become citizens of the United States by right of birth.

Today more and more of these people are seeing how much they lose by not being citizens of this country. As noncitizens they cannot vote. They cannot take a full part in the life or government of their communities. They are learning that many jobs are open only to citizens. Often they do not get the benefit of our laws made to help citizens who are old or sick or unemployed. Some of them want to be sure they will not have to go back to the country from which they came, for service as soldiers. Some are afraid of being taxed by their old country. Others want to be citizens of this country because their children are citizens.

There are also a number of unnaturalized persons living in this country who, for one reason or another, have lost the foreign citizenship that they had when they came here. Such persons are no longer members of any country that will protect them. Many others are not sure about their citizenship. They cannot be sure that the government of their old country will agree that they are its citizens after they have lived in this country for many years. Naturally, most of these people are eager to become naturalized citizens.

But above everything else, these noncitizens have for the most part come to love this great country with a strong and deep loyalty and are eager to have the privilege of citizenship and the right to serve this country in the same way that native-born citizens so often do.

OPPORTUNITIES SHARED BY EVERYBODY WHO LIVES IN OUR COUNTRY

Even as noncitizens, the aliens living in our country share many of the opportunities and rights of group membership.

Every *law-abiding* person living in the United States is free to live the kind of life that he chooses and can afford to pay for, provided that he does not interfere with the rights of others. He is free to come and go anywhere in the country. He is free to choose from many kinds of jobs, to work at his job, or, if he does not like it, to look for another. No person has a right to take away his earnings against his will. He is free to hold, sell, or *exchange* his property as he likes. He has the advantage of our widespread system of public and private schools and can get a good education. He is free to discuss his problems with his neighbors. In his spare time he can play whatever kinds of games he likes. He is a person of independence, and we judge him much less by what he has than by what sort of a person he is and by what he can do. And all of this applies just as truly to the women of the community as it does to the men. So do the facts stated in the rest of this chapter.

As a member of group life in this country, every person—whether he is a citizen or not—has a place of some importance. He may decide for himself what kind of a home he will live in, and he may direct his own home life, as long as he does it *peaceably*. He may send his children to private or public schools, choose which religious group he wants to join, and in general look upon his family group as his own particular business and responsibility. As a member of his community, he is free to use its parks, playgrounds, hospitals, police services, fire protection, and every other good thing that the community provides for its group members.

If he is a citizen, he may become as active as he wishes in helping to direct the affairs of the community. He may take a full part in the discussions of community problems and needs. He may argue for or against a new school building, playground, street-lighting system, or paving *project*. He may organize a group to sign a petition asking for better police protection or better fire protection, or for any other improvement believed to be for the good of the people. In urging his community to become more active in making improvements he may himself become a leader and may be elected to public office.

In fact every person is free to work as hard as he chooses for his own personal good and for that of his community, State, and Nation, according to the part he decides to take in government, home, church, business, and other group activities.

BASIC RIGHTS OF MEMBERS OF OUR NATIONAL GROUP

The early settlers valued their freedom very highly. Their entire way of living was based on freedom. In this new land they were free to farm, fish, trap, or trade. They chose the land on which to build their own homes and could leave it if they went to a newer country. The dangers of a strange new land added strength to their spirit of independence.

When their *descendants* formed a new nation they were careful that no one person or group of persons in it could entirely control the government. Therefore they established certain basic rights to protect all the people. These basic rights were the very foundation of the new government, and on that foundation all the rest of their duties and privileges were built.

THE BILL OF RIGHTS

As we have already told you, that famous group of 55 men who wrote our Federal Constitution in Philadelphia in the summer of 1787 did not at first decide to put a statement of the basic rights of the people into it. But while they discussed the new Constitution and after they sent it to the States to be voted on, there was much complaint because it contained no "bill of rights." A number of the States would not accept the Constitution until they received a promise that a more complete statement of rights would be added. So by the end of 1791, the 10 amendments, which have since been called the Bill of Rights, were adopted by the Congress and the States. For more than a 100 years these amendments were not considered as applying to the States. (For some of these special rights, see Figure 24.)

This Bill of Rights speaks throughout of "the people" and of the rights of "persons" and does not try to limit to citizens alone the freedom and justice that it insists upon. Let us now study some of the rights that are guaranteed to us in this way.

THE RIGHT TO JOIN ANY RELIGIOUS GROUP WE CHOOSE

The very first amendment in the Bill of Rights of the Constitution forbids the Federal Government to do a number of things. Let us read it.

FIRST AMENDMENT

> "Congress shall make no law *respecting* an establishment of religion, or prohibiting the free *exercise* thereof; or *abridging* the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a *redress of grievances.*"

We see, first of all, that the Government is to be kept separate from religion. Our citizens are free to join any religious body (or none at all), and each religious body in this country is free to *practice* its own beliefs and forms of worship; the Government will not interfere, as long as the members have a proper regard for the law and the peace of the community. In the past, governments have even carried on wars against religious groups and have persecuted them cruelly. In some foreign countries today, the citizens are no longer free to choose their own churches. This right ("freedom of worship") is very dear to the people of this country, who believe it is one of the real tests of a truly free nation.

THE RIGHT TO FREEDOM OF SPEECH AND OF THE PRESS

The First Amendment also guarantees us against any action by the Government that will interfere with our right to say, write, print, or publish the truth about anything. Today when the rights of citizens to talk and write freely is being denied in so many parts of the world, we are especially proud of this national right. Of course, if we

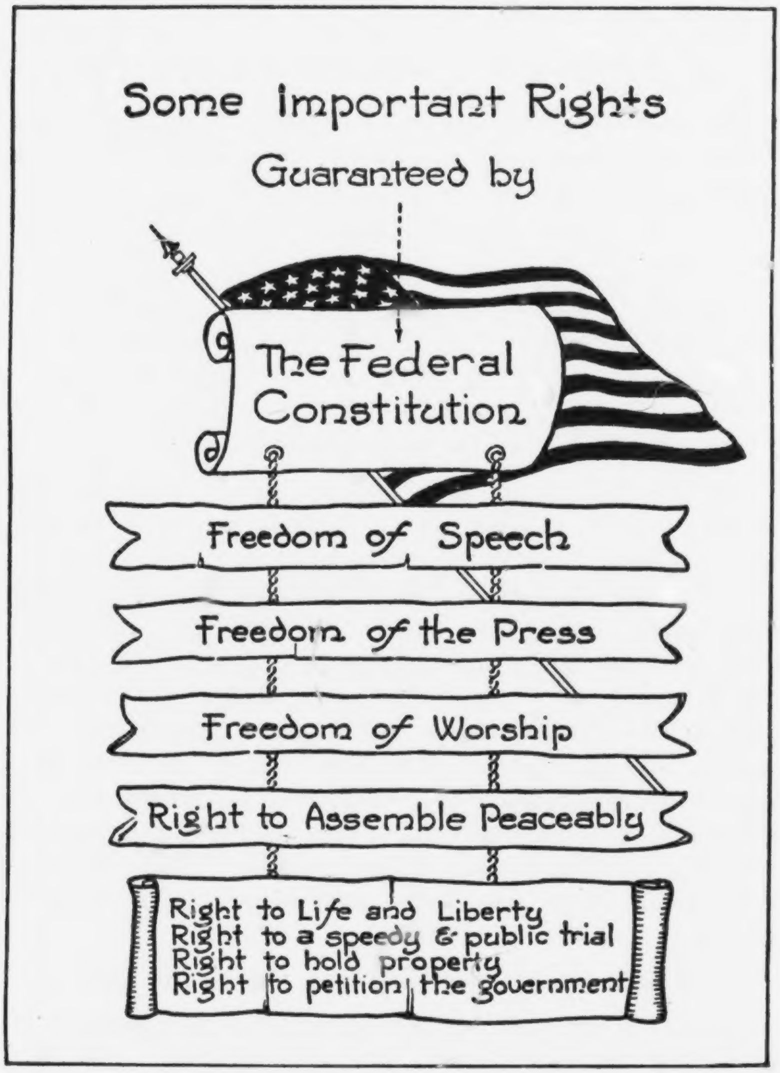

Some Important Rights
Guaranteed by
The Federal Constitution
Freedom of Speech
Freedom of the Press
Freedom of Worship
Right to Assemble Peaceably
Right to Life and Liberty
Right to a speedy & public trial
Right to hold property
Right to petition the government

Figure 24

Some Important Rights of Our Citizens

hurt people by false statements in our writings or speech, or if we damage someone's *reputation* unjustly, we can be *sued* in a court of law. But within these limits we can discuss any question freely. We can write what we wish to our friends. We can *criticize* our Government when we think it is wrong.

The right of freedom of the press is a strong protection for free government. Newspapers and magazines are free to print the opinions of all sorts of people who have had different lives and experiences and who have different ideas about national problems. Many of these ideas may not be wise or correct, but people in this country know that they are not obliged to believe everything they read. It is safer to discuss all sides of a subject and to let everyone have his say than to try to shut off discussion. In a country where the final authority belongs to the people it is important that the people be informed fully about national problems. It is also important that government officials know what the people are thinking and saying.

THE RIGHT TO ASSEMBLE PEACEABLY

Another of the basic rights that is guaranteed to us by the First Amendment is the freedom to come together in groups for any peaceable purpose. We call this the "right to assemble peaceably." More than 350 years ago, in 1620, while the Pilgrims were sailing toward this land in their little ship, the "Mayflower," they assembled in the cabin many times in the long 3 months of the voyage and talked about the kind of government they would like to set up when they reached the new country. What form of government would they choose? How would officials be chosen? How would laws be made? They answered some of these questions. They wrote their ideas of government on paper. They called the agreement the "Mayflower Compact." It contained some of the ideas of government that we have in the United States today.

Ever since that time our people have recognized the value of quiet discussion and planning, and have especially valued the right to meet together in groups to discuss their problems. In some parts of the world today, when groups gather to discuss problems, they are *suspected* of plotting against their government. In our country all of our groups, whether study groups, political groups, social clubs, or any other lawful groups, meet when and where they please. They do not have to get the Government's permission, and they need not fear interference from the police.

You have probably noticed that groups that assemble to protest against something the Government is doing are given as much police protection as patriotic parades. No official in this country has the right to prevent a group of people who disagree with him from meeting peaceably to criticize him. The final authority in this country belongs to all the people, and they are protected in this authority by their right of peaceable assembly.

THE RIGHT TO PETITION THE GOVERNMENT FOR A REDRESS OF GRIEVANCES

The Bill of Rights also guarantees that, in addition to assembling peaceably, people may send petitions to the Government. Any person or group of persons may petition any government body to change its *policies,* to put a stop to things being done or planned that are believed to be harmful, to reduce expenses, or to extend its services. If you live anywhere in the United States, you have a right to send letters and petitions to your senators or representatives in the Federal or State lawmaking body. You have a right to petition any officer of your government who is handling a matter in which you are interested. In your own community you have the right to petition the proper government official to make an unsightly lot into an attractive playground, to make a crossing more safe for the school children, or to repair the streets. If you live in the country, you may wish to petition your local government to build new farm-to-market roads, or to promote a county fair. Groups like your own study class have often sent petitions to government officials or agencies. This does not mean that petitions are always answered favorably. Both wise and unwise petitions reach the Government. Public officials must be free to decide honestly whether to grant a petition or to deny it.

Discuss this right of petition in your group and have your leader help you to write out, for practice, a petition to the proper official requesting some needed improvement in your community.

THE RIGHT TO BE SAFE IN OUR LIVES AND HOMES

In the Second, Third, and Fourth Amendments, the Bill of Rights guarantees the safety of the people from *violence.* These three amendments remind us of the kind of government that some of the royal governors who were sent over to the colonies by King George III of Great Britain had tried to *impose* upon the liberty-loving colonists. These amendments were proposed by members of the First Congress in 1789; and that was only 15 years after the unhappy time when the colonists seemed helpless against the great military power of Great Britain. Between the end of the war with the French and Indians in 1763 and the beginning of the war against the British in 1775, some royal governors tried to take all weapons away from the colonists. They sent soldiers to live in the houses of peaceful citizens without asking permission. And they often sent soldiers to search people's houses and to seize their property without any right or legal *permit.* People's lives and homes were not safe.

Remembering that, the people of the United States added to their new Constitution the Second Amendment, which provided that the Federal Government should never take away the right of the people to keep and bear arms (weapons) and to have a militia of citizen soldiers.

The Third Amendment provided that in peacetime no soldiers could be lodged in any private house without the consent of the owners, and in wartime soldiers could be *quartered* in private houses only according to laws passed by the lawmaking branch of the Government. And the Fourth Amendment provided that people had a right to be safe from search and seizure except under a warrant issued by a law officer and telling where to look and what to look for. These three amendments gave the homes of the people of this country as much safety as the Englishman himself claimed when he said, "The house of everyone is to him as his castle."

THE RIGHT TO FAIR AND JUST TREATMENT IN COURTS OF LAW

One of the most important principles of freedom and justice is that any person can go before a judge who is a representative of all the people and is a part of the people's government, and can get a fair hearing and a just and honest decision on any question concerning his legal rights. The Fifth, Sixth, Seventh, and Eighth Amendments guarantee to the people the following rights of fair trial:

1. Nobody shall be made to stand trial for a serious offense (except in time of war or public danger) unless a grand jury has heard the charges presented and has voted an indictment.
2. Nobody shall be put in danger of death or *imprisonment* by being tried twice for the same offense.
3. Nobody can be forced to testify about things that may prove that he himself is guilty of a crime.
4. Nobody shall be *deprived* of life, liberty, or property without a proper trial in a court.
5. No private property may be taken for public use without a fair price being paid.
6. Anybody accused of crime has a right to a quick and public trial by an impartial jury in the State and district where the crime was committed.

7. Anybody accused shall be told plainly what crime he is accused of.

8. Anybody accused shall have the right to hear and question (usually through his lawyer) all witnesses against him.

9. Anyone accused shall have the right to compel the appearance, at the trial, of witnesses who can tell his side of the story, and to have a lawyer to question witnesses and to plead his case.

10. In ordinary law suits, not involving crimes, if the disputes are about property worth more than $20, the parties to the suit shall have the right of a trial by jury.

11. A person shall not be denied his freedom during a trial because the judge has set too high an amount for his bail.

12. All money fines in punishment of lawbreaking must be reasonable in amount, according to the nature of the offense.

13. Nobody shall be punished in cruel and unusual ways for breaking the law.

These provisions, written into the Constitution by the Fifth, Sixth, Seventh, and Eighth Amendments, are a very strong defense of the liberties of the people. In the past history of nations *tyrants* and *dictators* have crushed out liberty among their peoples by imprisoning *patriots* without trial on false charges or by holding trial in such a way that the citizens accused could not learn what they were accused of, or could not get witnesses to prove their *innocence,* or had to plead their cause before a judge who was not fair. Even today in some parts of the world, men and women are accused and condemned in haste and in secret and are "*railroaded*" (as we people call it) to prison without a chance of proving their innocence. The Bill of Rights protects the people of the United States in their freedom to say, think, and do the thing needed for their welfare, provided they do not break any laws made by the lawmakers whom they themselves have elected.

THE PEOPLE KEEP FOR THEMSELVES ALL THE POWERS THAT THEY HAVE NOT DELEGATED

The Ninth and Tenth Amendments made clear that the authority in the United States belongs to "the people." The Ninth Amendment says that the rights already described in the Constitution and the first eight amendments are not the only rights of the people, and that other rights are not taken away from the people because the Constitution and amendments do not mention them. The Tenth Amendment says that any powers not delegated by the Constitution to the Federal Government, or definitely taken away from the states, shall be reserved (belong) to the States, and to "the people." These two amendments thus recognize the people of the United States as the real partners in all the government organization and agencies.

THE STATES SHALL ALWAYS HAVE THE RIGHT TO A REPUBLICAN FORM OF GOVERNMENT

The people, through the Constitution, require each State to be republic in form. This was an unusual thing when the Constitution was adopted. All the great nations of Europe were kingdoms or empires and most of them were *autocracies* in which the king or emperor had all the authority, the "last word" which settled all questions without the consent of the people. But the leaders of the new Nation promised that the people should always have a form of government in which the authority would belong to them and would be used by their representatives for the good of all. A citizen who has reached a given age may be chosen to represent the people among whom he lives.

A government that gets its powers directly or indirectly from the people, and operates through representatives chosen by the people for a limited period or during good behavior, is what, in general, is meant by a republican form of government.

SPECIAL RIGHTS OF CITIZENS

A citizen is a full member of the United States of America. An unnaturalized person may live safely in this country and share in the rights of freedom and justice that we have been describing, but he cannot have a part in government activities by voting, by serving as a representative of his neighbors or his district, by helping to manage the government, or by holding a government job. He has to take the kind of government that citizens of the United States give him, in his village or city, in his State, or in the Nation. It is generally a good government, but an alien, as long as he remains so, cannot vote to change it to meet changing conditions. In most States aliens cannot be lawyers or doctors or get *licenses* to engage in certain other businesses.

THE RIGHT TO VOTE

With some few exceptions, each of the 50 States has the power to decide which of its citizens may vote. All citizens over the age of 18 years, who are otherwise qualified, have the right to vote in Federal and State elections. The Twenty-sixth Amendment provides for them to do so. State laws usually provide that, before qualifying to vote, a citizen must have lived in the State for a certain period of time. However, under Federal law, a State cannot disqualify a voter in national elections for President and Vice President because the voter has not met such State residence requirement. Most of the States refuse voting rights to *idiots, insane* persons, and those who have been convicted of serious crimes. Amendments to the Constitution also guarantee that no citizen shall be refused the right to vote because of race, color, or sex. Another amendment guarantees that no citizen shall be prevented from voting for the President, the Vice President, or Members of the Congress because he has not paid a tax.

Each citizen should do his very best to vote wisely. He should try to think for himself after hearing and reading as much as he can on a given question or set of candi-

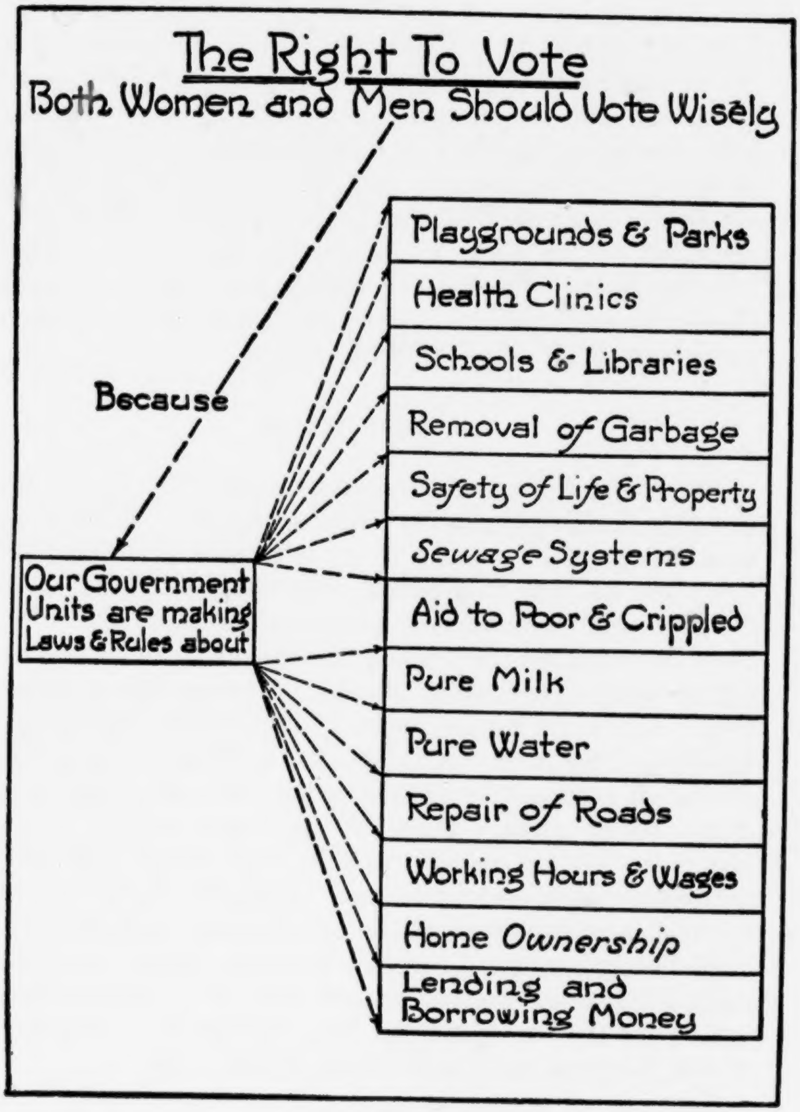

The Right To Vote
Both Women and Men Should Vote Wisely
Because
Our Government Units are making Laws & Rules about
Playgrounds & Parks
Health Clinics
Schools & Libraries
Removal of Garbage
Safety of Life & Property
Sewage Systems
Aid to Poor & Crippled
Pure Milk
Pure Water
Repair of Roads
Working Hours & Wages
Home Ownership
Lending and Borrowing Money

Figure 25

The Right To Vote

dates. Women should use their right to vote and should help to choose good officials. Today our different governments are making thousands of laws and rules. Many of these are about our homes, schools, children, and neighborhood living. In towns and cities, as well as in the Federal and State Governments, laws and rules are constantly being made about such things as our work and business, and the safety of our homes, our health, and our money. Study Figure 25 and see how many of the subjects of laws or rules listed there are to be found in your own neighborhood or community.

It is only through wise voting that we can elect better officials who will give us a modern, up-to-date government. It is only through frequent elections that we can learn what the people want, whom they wish to choose to manage their government, and how they believe the government should be run. In our country we believe in "the *rule of the majority.*" This means that decisions must be made according to the votes of more than half of those voting.

However, in elections where several persons seek the same public office, the winning candidate may get less than a majority of the votes cast, although receiving more than any of his opponents. The excess of his votes over those of the next highest candidate is called a *"plurality."*

The citizen should give serious thought not only to the right that he has but also to his duty to vote. He should vote every time he is asked to do so. Only in this way can we have "a government by the people."

THINGS TO DO

Questions to discuss in your study group:

1. How many reasons can you think of that would probably make aliens living in our country want to become naturalized citizens?

2. Make a list of the valuable rights that members of your group have shared, even as noncitizens living in your community.

3. Would you answer "yes" or "no" to each of the following statements?

Yes	No.	
☐	☐	1. Is an alien free to share in all the rights and opportunities of government in the United States?
☐	☐	2. Does an alien share in the personal rights that are guaranteed to us in the Bill of Rights?
☐	☐	3. May newspapers print opinions that are not the same as those of the political party in power?
☐	☐	4. Do citizens of the United States have a right to assemble (meet together) peaceably?
☐	☐	5. In time of peace, could the Government force you to let soldiers live in your home if you did not wish to have them?
☐	☐	6. Can an accused person be held for many years before being granted a trial in this country?
☐	☐	7. Could a judge *sentence* an accused person to be *tortured* to death?
☐	☐	8. Is it necessary for every qualified citizen to vote in order to keep this a true republican form of government?

Some more words that the student should understand:

abridging—making smaller, decreasing.

autocracies—governments in which one person has all the final authority.

criticize—find fault with a person or thing.

deprived—forced to give up something.

descendants—all the children, grandchildren, great-grandchildren, etc., of the same parents.

dictators—leaders who have autocratic authority for a short time.

exchange—trade, barter.

exercise—use or practice.

generous—free about giving things away.

idiots—persons without sound minds from birth.

impose—lay a burden or weight on.

imprisonment—condition of being locked up in prison.

innocence—being not guilty.
insane—mentally unbalanced; mad; crazy.
law-abiding—obeying the law.
licenses—authority to do certain acts or carry on certain businesses.
noncitizens—persons who are not citizens of the country in which they live.
ownership—authority over things that belong to one.
patriots—persons who love their country and try to improve it.
peaceably—in a peaceful way.
permit—a written or printed card authorizing a person to do something.
plurality—the excess of votes over those cast for the next highest opponent.
policies—plans for present or future official action.
practice—do a thing many times.
project—plan for work to be done.
quartered—given a place to live (usually said of soldiers).
"*railroaded*"—an American expression meaning that the accused has been sent to jail without a fair chance of telling his side.
redress of grievances—changes to correct conditions that put persons in danger or make them unhappy or uncomfortable.
reputation—what other people think and say about a person.
respecting—about, with relation to.
rule of the majority—the vote of more than half of those voting.
sentence—order by a judge for punishment.
sewage—waste and undesirable liquids or other matters carried off by sewers.
sued—forced to appear in a law court to answer someone's claim of wrong or damage.
suspected—believed to be guilty.
tortured—put under extreme pain.
tyrants—heads of countries who rule by force and cruelty.
violence—rough treatment, force.

* * *

CHAPTER 11

Giving Our Government the Authority Needed for Its Work

> "We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable rights, that among these are life, liberty, and the pursuit of happiness. That to secure these rights, governments are *instituted* among men, *deriving* their just powers from the consent of the governed—That whenever any form of government becomes *destructive* of these ends, it is the right of the people to *alter* or to *abolish* it, and to institute new government, laying its foundation on such principles and organizing its powers in such form, as to them shall seem most likely to *effect* their safety and happiness."
>
> —*From the Declaration of Independence,*
> *July 4, 1776.*

★

In chapter 9 you learned how our Federal Constitution has grown. In chapter 10 we studied the Bill of Rights, which was added to the Constitution shortly after it was adopted. Now we are ready to study the authority of our Government. We are going to learn where the many units of our Government get their authority to do things and how they use that authority. Remember, this is one of the factors that runs through all our group life. (Review Figure 6.)

★

FINAL AND DELEGATED AUTHORITY

We have learned that in almost all groups there is final authority (what we called in chapter 3 the "last word") and also delegated authority (authority especially given or passed on to some person or persons). Very often the final authority belongs to all the members of the group. But the members of nearly all groups delegate some of their authority to chosen representatives.

There must be some authority in every business. Let us take the example of the milkman who delivers milk to our homes. This milkman must get a permit stating his right to sell and deliver milk; and this permit will be his written authority to do his work. It is issued by the town health officer or some other representative of the final authority, which belongs to all the people of the community. Because a milkman has been given such a permit we say that he is properly *authorized* to sell and deliver milk.

If a friend of yours happens to own a farm, he has the final authority to make a decision to sell it, or even to give it away. If someone tells him that he does not have this final authority (called ownership) to sell the farm, he can ask a government official in his county to help him prove his authority through records of ownership kept by the county government. These records are his proof of authority and ownership. If he rents the farm to somebody else, he delegates enough authority so that the *tenant* can use his farm buildings and cultivate the land. However, final authority to sell or give away the farm remains with the owner.

Even a small girl who is sent by her family group to a grocery store to buy a pound of coffee has had some authority delegated to her. She has been given the authority to buy the coffee. The groceryman believes that she has been given this authority or he would not sell her the coffee on *credit*.

There is delegated authority in every branch of the government. If you are planning to take the examination for United States citizenship, you will want to be sure that you are being examined by the proper official, who has the delegated authority to do his work. Certainly you would be very sorry if you were to take your examination and find later that the person who gave it was not properly authorized as an examiner. But because you have confidence in our Government, you feel sure that the examiner who talks to you has had authority properly delegated to him by the United States Government. The examiners of applicants for naturalization are only a small part of our Government, but every single part of it must have authority to do its work.

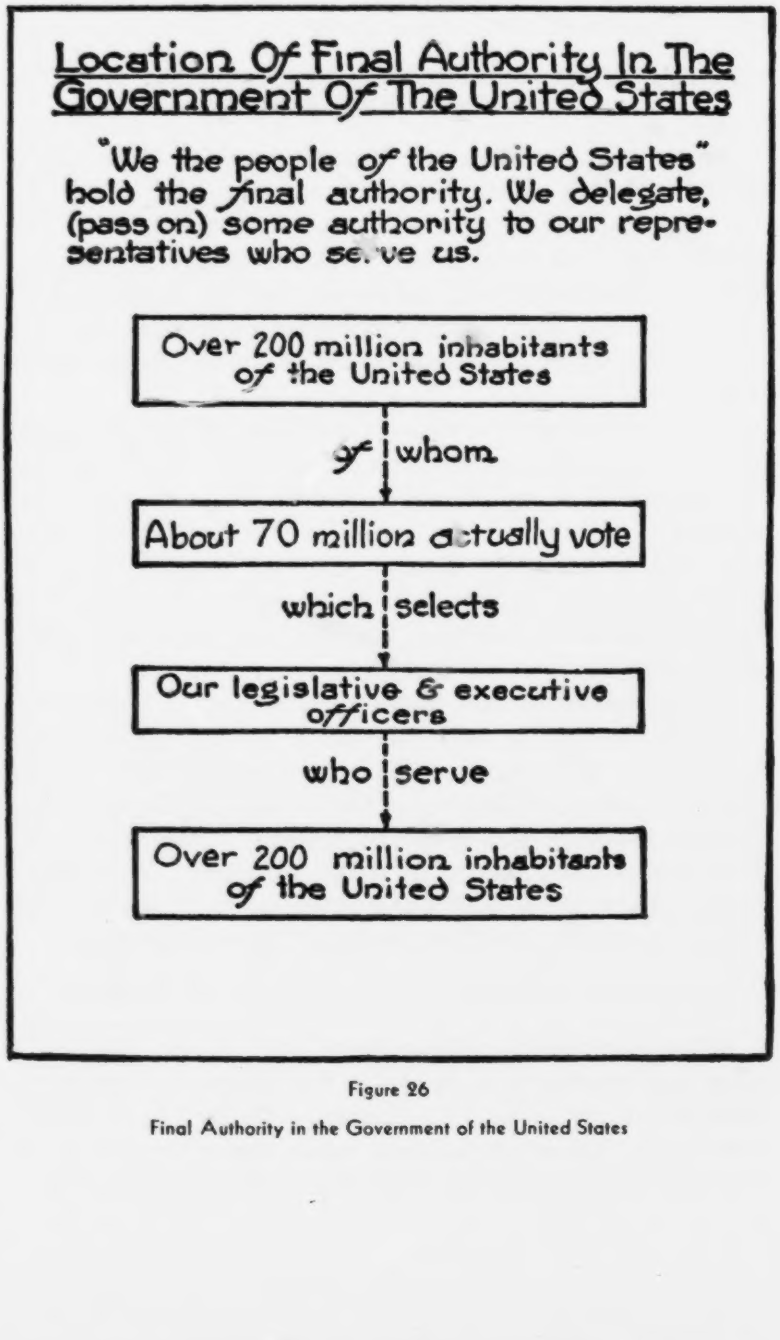
You depend on the policemen in your community to keep order and to *arrest* criminals. Suppose a group of gangsters were to dress as policemen and come into your neighborhood. They might enter your home, arrest you, and even take your life. They would be a group of persons doing things without authority. The real policeman usually wears some sort of badge and carries some kind of card or paper that tells who he is and proves that he has been authorized to do his work.

THE AUTHORITY OF OUR FEDERAL GOVERNMENT

When we come to consider where our government groups get their authority, we remember that the people of the country have the last word. (See Figure 26.) It was "The People" who adopted the Constitution and gave the Government its authority to do things. Since then every voting member of our national group has had a voice in deciding what the Government shall do.

We explained earlier that in most groups in this country we decide questions by the "rule of the majority" (which means that the side that gets more than half the votes wins). This way of deciding things is a democratic way. If we believe in it, clearly we believe in the good judgment of the plain citizen, for we accept the judgment of the majority as binding on all of us.

Some of our groups are not democratically controlled. In families, for instance, it would be very unusual to make decisions by the rule of the majority. Experience has fully proved that the parents are better fitted to exercise



Location Of Final Authority In The Government Of The United States

"We the people of the United States" hold the final authority. We delegate, (pass on) some authority to our representatives who serve us.

Over 200 million inhabitants of the United States
of whom
About 70 million actually vote
which selects
Our legislative & executive officers
who serve
Over 200 million inhabitants of the United States

Figure 26

Final Authority in the Government of the United States authority than one or more of the children. In some other groups it may be unwise for every member to have an equal share of the final authority.

THE CONSTITUTION DEFINES THE AUTHORITY GRANTED TO THE GOVERNMENT BY THE PEOPLE

As we have learned, our Constitution has been interpreted by many court decisions, has been changed by 26 amendments, and has been developed by many new laws and treaties and regulations. But the simple fact has remained true throughout the years, that no interpretation or change has ever been suggested that would take the final authority of our Government out of the hands of the people.

The Constitution outlines a division of the delegated authority to different government groups. The Constitution speaks for the people in dividing up the delegated authority. It states which parts of the Government shall have the authority to do this thing or that thing. The people make up too large a group to decide matters in some great *mass meeting,* as they did over 300 years ago in their small town meetings.

The Constitution has worked out a plan of representative government to take the place of our earlier mass meetings of the people. When people were few, nobody needed a representative at a town meeting to make laws because every person could go himself. Now we vote to elect our representatives to make our laws. We help to choose others to be judges and interpret the laws, and still others to enforce the laws and put them into effect.

DELEGATED AUTHORITY IN OUR FEDERAL GOVERNMENT

After our representatives have been chosen, they take office and represent us in doing the things we have given them authority to do. For example, the people cannot sit down in a great group and make their own laws; so through the Constitution they have delegated this author-

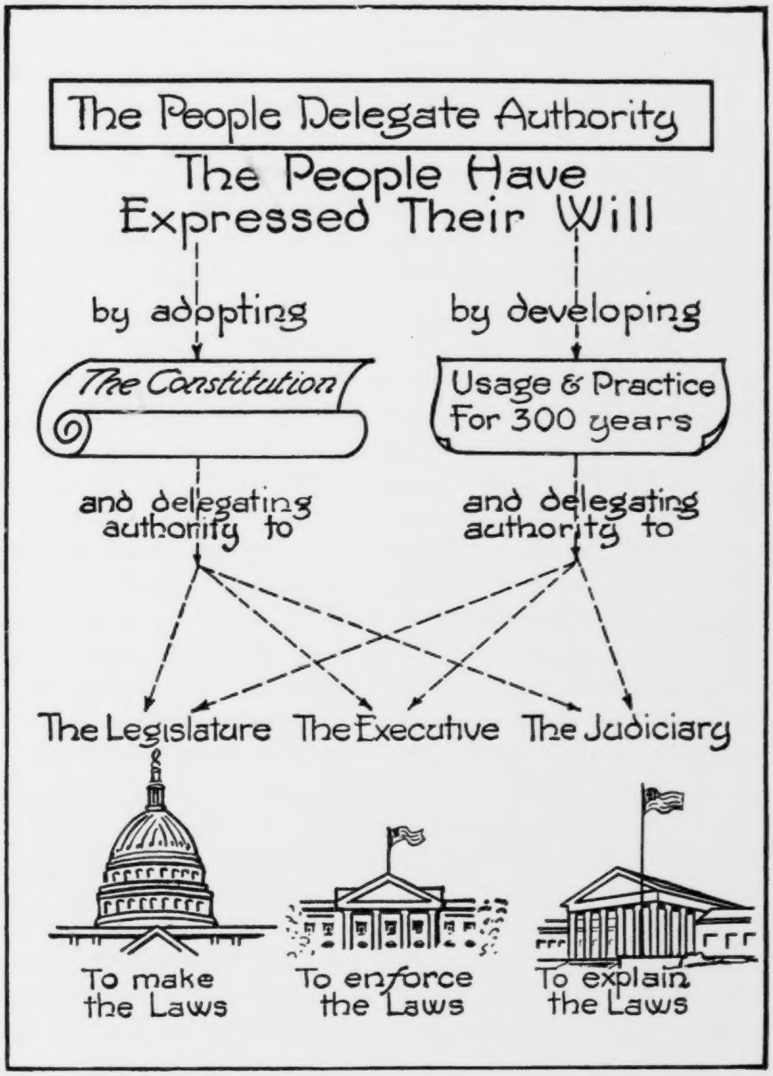

The People Delegate Authority
The People Have Expressed Their Will
by adopting
by developing
The Constitution
Usage & Practice For 300 years
and delegating authority to
and delegating authority to
The Legislature
The Executive
The Judiciary
To make the Laws
To enforce the Laws
To explain the Laws

Figure 27

The People Delegate Authority

ity to representatives especially chosen to act as lawmakers. We call this body of national lawmakers the Congress of the United States. The people cannot go out in a great group to enforce the laws; so through the Constitution they have delegated this authority to the President and his helpers, whom we call the Executive Branch of our Federal Government. The people also need someone to interpret or explain our Federal laws for them, to settle disagreements between citizens of different States, and to decide on the punishment for lawbreaking against the Federal Government. Certainly the people cannot meet together in one body to do these things. So they have delegated this power to the judges of our national courts of justice—which we call the Federal Judiciary.

All of this makes it easy to understand why people speak of having a government of delegated powers, or a representative form of government. (See Figure 27.)

In much the same way our Constitution speaks for the people in delegating certain powers to the Federal Government but reserving other powers to be delegated to the State governments. Study Figure 28, which shows this division of authority. It also shows that the Constitution permits both the Federal Government and the State governments to do certain very necessary things, such as collecting taxes, borrowing money, and setting up courts of law. These powers are known as the "concurrent powers." You will also learn from Figure 28 that there are certain powers that all our government groups are forbidden to exercise. The people could make use of all these powers if they wished to, but the majority have always felt that the people would benefit more without them.

DELEGATED POWERS CAN BE WITHDRAWN BY THE PEOPLE

The people have the right to add to, or take away from, the authority that they have delegated. If a large enough number of voters wanted to change the amount of authority given to the President and his helpers, they could do so by insisting on an amendment to the Constitution. In the

DELEGATED POWERS IN THE FEDERAL SYSTEM

A. POWERS OF THE FEDERAL GOVERNMENT
(those DELEGATED to it)

EXAMPLES

To control relations with foreign nations.
To punish crimes against the United States.
To establish post offices.
To coin money and regulate its value.
To keep up an army, a navy, and an air corps.
To declare war and make peace.
To set standards for weights and measures.
To regulate commerce among the States and with foreign countries.
To make *uniform* laws about naturalization and *bankruptcy*.
To protect authors and inventors by giving *copyrights* and patents.
To admit new States and to control the territory of the United States.
To make all laws necessary and proper for carrying into effect the expressly stated powers and all other powers granted by the United States Constitution.

B. CONCURRENT POWERS

EXAMPLES

To borrow money.
To collect taxes.
To build public works.
To charter banks.
To establish courts.
To help agriculture and industry.
To protect the public health.

C. PROHIBITED POWERS

EXAMPLES

To deny *civil rights* (such as freedom of speech, press, religion, and assembly).
To pass laws that make illegal something that has already been done legally and honestly.
To pass a law that finds any person guilty without trial.

D. POWERS OF THE STATES (called RESERVED powers)

EXAMPLES

To authorize the establishment of local governments.
To establish and keep up schools.
To regulate city government groups.
To provide for a State militia.
To regulate commerce within the borders of the State.
To regulate labor, industry, and business within the State.
To provide care for *orphans* and paupers, and for blind, crippled, insane, and other helpless persons.
To make laws on all other subjects not prohibited to the States by the Federal or State Constitutions, and not delegated to the Federal Government.

Figure 28

Delegated Powers in the Federal System

same way they could give more power or less power to the courts or to the Congress. And when the people wish to take away the authority from any particular group of officials whom they have elected, they can simply "vote them out of office" at the next election.

AUTHORITY IN SMALLER GOVERNMENT UNITS

The State constitutions provide that the final authority within each State belongs to the people of that State. The people have the "last word" about their State government, so long as they do nothing to interfere with the Federal Constitution, which is the highest law in the land.

Each of the 50 State constitutions gives its people three branches of government, the legislative, executive, and *judicial.* To the legislative branch the people, through the State constitution, delegate authority to make the laws. To the executive branch they delegate authority to enforce the laws. To the judicial branch they delegate authority to explain the laws.

If the people of any State feel that it is wise to make changes in their State government, they can amend their constitution, although they cannot change the representative form of their government, which is guaranteed to them by the Constitution of the United States. Each State constitution provides a method by which it can be amended.

A very interesting example of how the people of a State can make important changes in their government can be found in the State of Nebraska. Nebraska's constitution provided for a legislature divided into two *"houses,"* a Senate and a House of Representatives, just as the Constitution of the United States does. But in 1935 the people of Nebraska decided that a single lawmaking body could represent their interests better. Therefore they amended their State constitution to provide that after January 1937 the legislature should consist of only one house. In other words, the people of Nebraska decided to have their laws made by a smaller number of representatives, all meeting together. They made a very great change in the organization of their State government but did not change its representative form.

CITIES USUALLY HAVE CHARTERS INSTEAD OF CONSTITUTIONS

A city's charter is given to it by the State in which it is *located*. In the charter can be found a statement of the authority given to the city government by the State. State laws may be *passed* from time to time to change the charter and give more authority to the city government, or to take away some of the authority that it already has.

As long as the city government stays inside the limits of the authority given to it by the State, the people of the city have the final word. They select their own officers to make their local laws—often called *"ordinances"*—and to carry on the other business of the city. If the people who make up the city's population wish to change their charter, they have to petition the State government for the changes that they want. The State assembly of lawmakers then decides whether or not to grant the petition.

COUNTIES AND TOWNS DO NOT HAVE CONSTITUTIONS OF THEIR OWN

Counties and towns depend on the State constitution and State laws to tell them what authority they may exercise. So long as the people within the counties and towns do not go beyond the authority given them by the State, they have the last word in their local affairs.

SUMMARY

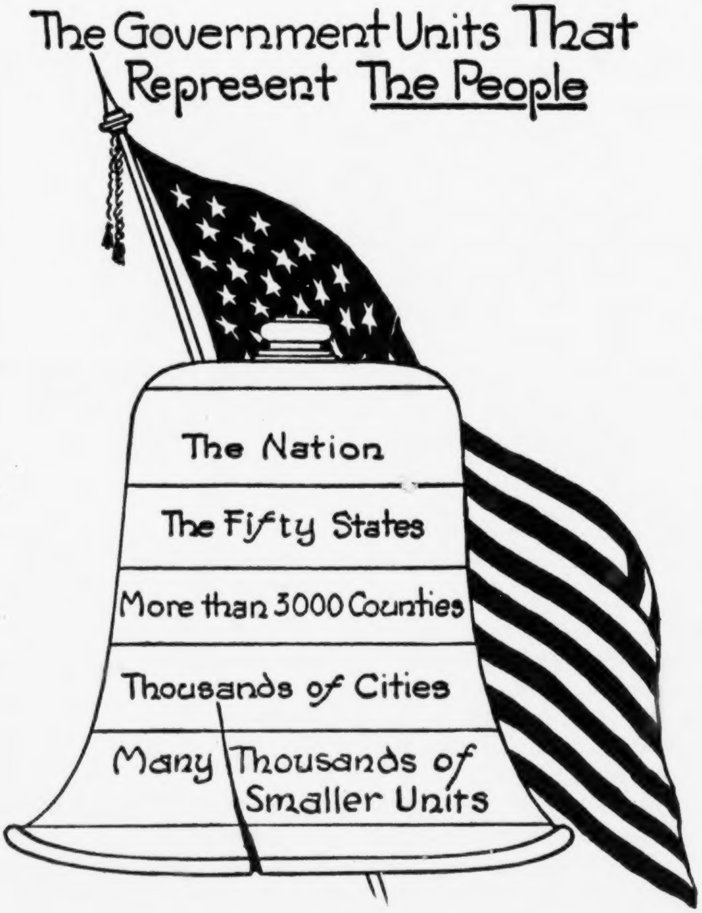
In this chapter we have studied the many government groups to which we all belong. Each of us is a member of a national group, of a State group, of a county group, and of either a city, town, or village group. The authority in each group belongs to its own members, but some of it is delegated to representatives to do parts of each group's work.

Study Figure 29 and you will see that our government groups within the United States consist of one Nation, 50 States, over 3,000 counties, thousands of cities, and many thousands of smaller government units. In every one of these the people have the final authority, but in the smaller groups they must act within the limits of the power given to them by the largest group of all, the whole American people. And in each group they delegate some of this authority to the officials whom they have selected to represent them.

THINGS TO DO

Can you select the word or phrase that will make each of the following statements read correctly?

1. Only the Federal Government has the authority to—
   (1) make treaties with foreign countries.
   (2) make laws.
   (3) enforce laws.
2. The State governments have authority to—
   (1) admit new States into the Union.
   (2) declare war.
   (3) establish local government within the State.
3. The Federal Government has the authority to—
   (1) establish a State church.
   (2) make uniform laws about naturalization.
   (3) establish county governments.
4. The powers granted the Federal Government in the Constitution are called—
   (1) prohibited powers.
   (2) reserved powers.
   (3) delegated powers.
5. When you are examined for United States citizenship, you will be examined by—
   (1) authorized examiners.
   (2) unauthorized examiners.
   (3) the sheriff of your county.


The Government Units That Represent The People
The Nation
The Fifty States
More than 3000 Counties
Thousands of Cities
Many Thousands of Smaller Units

"The authority exercised by each government unit is granted by the people. The government unit exercises this authority for the benefit of the people. When it does not do so, the people may change it."

Figure 29

The Government Units That Represent the People

6. The Constitution of the United States places the final authority in our Nation in the hands of—

(1) the President.
(2) the people.
(3) the Congress.

7. We call the body of men elected to make our National laws the—

(1) Legislative Branch.
(2) Executive Branch.
(3) Judicial Branch.

8. Our courts of law and justice are—

(1) the executive.
(2) the committees.
(3) the judiciary.

9. Our form of government, in which we elect officials to act for us, is—

(1) a dictatorship.
(2) a representative government.
(3) an oligarchy.

Some more words the student should understand:

abolish—put an end to.
alter—change.
arrest—take or keep a person by authority of law.
authorized—given power or the right to act.
bankruptcy—inability to pay one's debts.
civil rights—the private legal rights of a citizen and the protection of them.
copyrights—legal rights protecting the work of authors from being used by other people without permission.
credit—arrangement by which a person can get goods or money from another person who trusts him to pay for them later.
deriving—drawing or receiving.
destructive—having the power to destroy, ruin, or tear down.
effect—bring to pass.
houses—organized groups of lawmakers.
instituted—set up, established, or organized.
judicial—having to do with a court of justice.
located—placed.

mass meeting—meeting open to everybody who comes.
ordinances—city laws.
orphans—children whose parents have died.
passed—adopted and made binding on the people.
tenant—a person who is delegated or allowed to use the property of another person, usually in return for the payment of rent.
uniform—of the same form with others.

* * *

Chapter 12

How the People Make Their Wishes Known by Voting

> "This Government, with its *institutions*, belongs to the people who *inhabit* the United States."
>
> —*Abraham Lincoln.*

★

In the last four chapters we have learned a great deal about the rights of the people of the United States and about the final authority that they always have and that they generally pass on to persons chosen to represent them in their government. Let us now consider "the People" themselves and learn how they make their wishes known at election time by voting.

★

WHO ARE "THE PEOPLE"?

We have called *attention* again and again to the fact that the final authority—the last word—in our Government belongs to the whole people of this country. This means that there is no one ruler to tell the people what to do. There are more than 200 million citizens in the United States. The citizens are the rulers of this country. They have chosen a President to represent them as the head of their Government.

Although the population of citizens of voting age in 1968 was over 120 million, the number of persons who voted in the Presidential election in that year was less than 75 million.

The whole group of voters is called the electorate. When any large part of the electorate fails to vote, those persons who fail to do this duty are helping to weaken government "by the people"; for only through voting can the people keep up their final authority. Elected officers of the government, from the President of the United

States to the city *alderman* or the village *constable*, are simply representatives delegated to carry out the wishes of the people; and it is hard to learn what those wishes really are if the people do not come forward and *express* them clearly by voting.

We citizens here believe in "the rule of the majority,"* which means that any candidate or any proposal that gets over one-half of all the votes wins. But if a great many people should be too careless or too *indifferent* to vote, the whole number of votes would be small, and the number making up the majority would, of course, be smaller still. In such a case, a few people would be able to elect officials and to exercise the final authority for the whole people. Then we would have an oligarchy (rule of the few) instead of a democracy (rule of the whole people). Turn back to pages 29 and 18 for the explanation of these words.

WHO MAY VOTE?

Probably you are wondering just what groups of people make up the electorate, since the right to vote is not given to everybody. Each one of the 50 States has the right to decide the voting qualifications of its own citizens. However, the Constitution of the United States provides that the right of citizens to vote cannot be taken away because of (1) race, (2) color, (3) sex, (4) previous condition of servitude (slavery), (5) failure to pay a tax, or (6) age, if the citizen is 18 years of age or older. Additionally, Federal law places limitations upon the residence requirements for voting in Federal elections, and upon the literacy requirements for voting in all elections.

Voting qualifications in the 50 States are much alike. Persons who are refused the right to vote usually belong to the following classes:

1. Persons under 18 years old.
2. Criminals.

---

*For a discussion of "plurality" see page 119.

3. Noncitizens.
4. Persons with mental illnesses.

There are a few other groups of persons who are refused the right to vote in some States. However, we usually think of any citizen of sound mind (1) who is not a child, (2) who is not a criminal, and (3) who has lived in the State for a certain period of time, as being a "*qualified voter*"—that is, as a person who is fit and authorized to help in choosing our representatives and in expressing the wishes of the people as to their government.

Our groups of "qualified voters" are a most important part of our democratic system. We have set up a government to provide hundreds of services for us, and it is clear that we must choose officials who can be trusted to do this work well. Our Government can be no better than the officials who are chosen to carry out the wishes of the people. We place a heavy responsibility on citizens when we ask them to choose the best kind of men and women to be representatives of the people.

HOW DO WE LEARN THE WILL OF THE PEOPLE?

In the home it is easy to learn the opinions of members of a family about any question. They can sit down in a family group and talk things over. Each member can state his opinion directly. The same thing can be done in a small group of working people—let us say, of farmers or factory workers or salesmen in stores. In some of our groups we learn the opinions of members by taking a written vote after a free discussion. In other groups we learn the opinions of the members by taking a spoken vote. But in some groups the membership is so large that the members cannot get together and hold a discussion and take a vote on short notice. How, then, can the will of the majority be learned in our Nation or our State or other large groups?

EXPRESSING OUR OPINION ON GOVERNMENT MATTERS

Whether it be in the National group, the State group, or the county, city, or village group, citizens of our country have a number of chances to express their wishes and in that way to take an important part in their government. Some of these chances are listed in the following paragraphs:

1. THE QUALIFIED CITIZEN CAN VOTE AT ELECTION TIME

Whether it is a matter of electing a President of the United States or a new *mayor* for a city or a new road commissioner for a county, every qualified voter is given a chance to go to the *polling place* and express his choice as to the person to represent him. This is one of the ways in which our country gives equal opportunities to all its qualified voters.

2. THE QUALIFIED CITIZEN CAN DO HIS PART IN NOMINATING CANDIDATES FOR OFFICE

In most government groups a number of persons are nominated (named) to be voted for at an election. We cannot choose between the candidates—persons who are "running for office"—until they have been officially nominated, because the election officials cannot put every likely person's name on the *ballot.*

In some States candidates are nominated by petition. Their laws provide that, if at a reasonable time before the election a certain number of voters sign a petition to have some citizen's name printed on the ballot, the election officials are obliged to do what these persons ask and to give the voters a chance to vote for the citizen thus nominated.

Sometimes candidates are nominated at a *primary election.* In such cases a special election is held, not to give all the voters a chance to elect someone to office but to give the members of each party a chance to choose their *nominees* by their votes. At a primary election each political party has a separate ballot to be used by its own members or those who wish to help choose its candidates.

Sometimes candidates are nominated by a convention. By this method the members of a party send chosen delegates to a meeting place to talk things over and then to select candidates to run for office.

The most important conventions are those that meet every fourth year to name candidates for the offices of President and Vice President of the United States. Each important political party holds such a meeting—called a National Convention—where its delegates get together from all parts of the country in some convenient meeting place and decide on its program—called its *"platform"*—and select its candidates.

The National Convention of a political party is usually a group of more than a thousand delegates chosen from all of the 50 States. These delegates are chosen in some States by primary elections and in some by State conventions. When they meet in the Convention they all try to choose candidates for whom they think that a majority of the voters will be likely to vote.

After the National Conventions have nominated candidates for President and Vice President, each party conducts a *campaign* in which it tries to win as many votes as possible for its candidates. It holds public meetings, organizes parades, sometimes gives away buttons and badges, sends out books and pamphlets, broadcasts speeches, and sends its speakers over the country trying to persuade qualified citizens to vote for the candidates whom it has nominated and hopes to elect.

Similar campaigns are carried on in each of the States when State officials are going to be chosen by the people.

The citizen should keep as well informed as possible before every election, so that he will know what candidates are best qualified for public office. He should also use his best efforts to have honest and able persons nominated by his party.

3. THE QUALIFIED CITIZEN MAY WISH TO BECOME A MEMBER OF A POLITICAL PARTY

In our country and in each of our States, groups of people who think somewhat alike on political questions have formed political parties. They wish to use the party as an organization through which they can get the kind of government services they want. Each party has its program and its platform, which set forth the wishes and plans of its members.

In this country we have what is sometimes called a "two-party system." This means that we have two *"major"* or larger parties, the Democratic Party and the Republican Party. These are two large groups of people who usually oppose each other on political questions and usually *favor* different candidates for office.

From time to time there have been formed smaller parties, sometimes called "third parties." These smaller parties usually are made up of people who are not satisfied with either of the larger parties. They offer suggestions for new policies that they believe will help the country or their own group. Sometimes, when these suggestions have proved to be good, they have been accepted by the American people and enacted into laws. Sometimes they have been taken over by one or both of the major parties and added to their platforms or programs. The third parties often act as *critics* of the promises and *performances* of the major parties. By so doing they help to force the major parties to keep their platforms up to date as the needs of the people change from time to time. In the past a new party sometimes was successful in electing a President and Vice President and other officials, as the Republican Party was in 1860; and sometimes third parties have succeeded in electing their candidates in the States but not in the Nation.

Through the organization of the political parties the voters elect thousands of officials to operate their government. If you study Figure 30 you can see how the people elect representatives in different government groups.

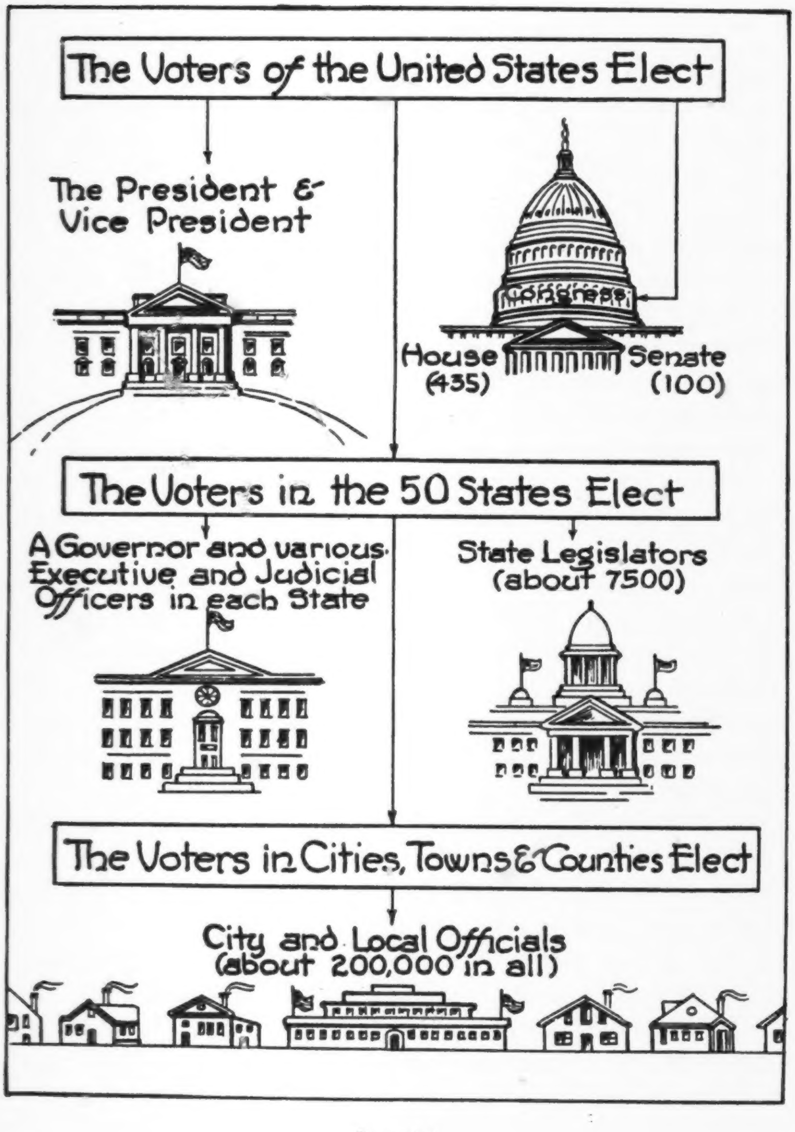

The Voters of the United States Elect
The President & Vice President
Congress
House (435)
Senate (100)
The Voters in the 50 States Elect
A Governor and various Executive and Judicial Officers in each State
State Legislators (about 7500)
The Voters in Cities, Towns & Counties Elect
City and Local Officials (about 200,000 in all)

Figure 30

The Voters Elect Many Representatives

The election of all members of the House of Representatives and of one-third of the members of the United States Senate is held in every even-numbered year on the Tuesday following the first Monday in November. Some States elect State officials on the same day.

Each of the major national parties is made up of many smaller groups. Each national political party has many branch organizations in counties and cities. Most of the work of the party is done by the men and women in these local groups. Everywhere the party worker is trying to get the voter to vote for his party's candidates. Thousands of citizens offer themselves willingly for this sort of work just before elections, while others work for their parties at all times. You can see the outline of the party organization in Figure 31.

The political party has come to be a very real part of the organization of our government. No mention is made of political parties in the Constitution of the United States. These parties come into existence and do work just as other groups do. They get their authority from the citizens who join them and they delegate authority to party leaders. They serve large groups of citizens who wish to use the party as a good way to make their own objectives known and to put them into effect. They have their organization through which to carry on their work. They keep in close contact with groups of voters in order to win as many votes as possible for their own candidates. They keep in close touch with the officials whom they have elected to office, in order to know whether to try to reelect the same officials or to find others who will do the work better. They do all of these things in terms of the principles and standards that are accepted by the members of the party. A political party can be no better than its members, for the members set the standards for the whole group. If you wish to learn other objectives of a political party, study Figure 32.

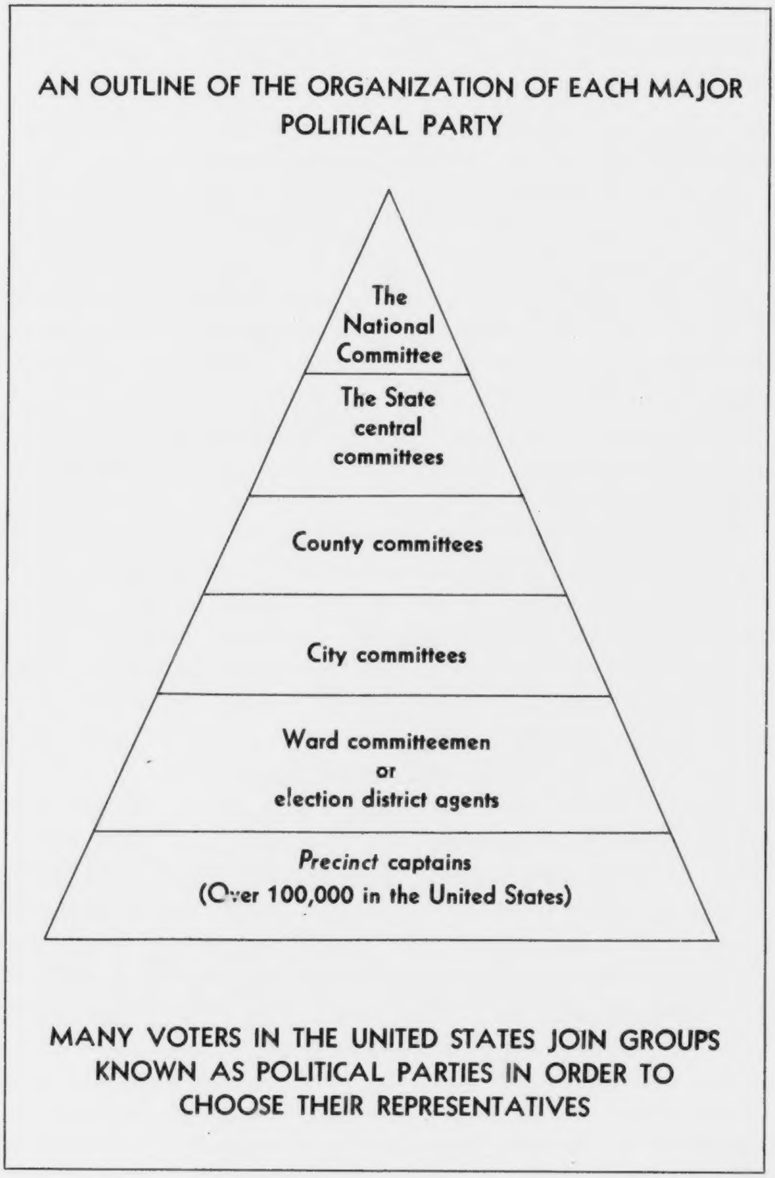

AN OUTLINE OF THE ORGANIZATION OF EACH MAJOR POLITICAL PARTY
The National Committee
The State central committees
County committees
City committees
Ward committeemen or election district agents
Precinct captains (Over 100,000 in the United States)
MANY VOTERS IN THE UNITED STATES JOIN GROUPS KNOWN AS POLITICAL PARTIES IN ORDER TO CHOOSE THEIR REPRESENTATIVES

Figure 31

The Organization of Each Major Political Party

WAYS IN WHICH OUR POLITICAL PARTIES SERVE THE PEOPLE

☆

POLITICAL PARTIES ARE USEFUL INSOFAR AS THEY

1. Provide us with organizations through which large groups of citizens can take an active part in the government and can express their opinions and wishes in a way which will influence public officials.

2. Keep the people interested in problems of city, State, and Federal government, so that we may really have a government "by the people."

3. Spread truthful information about how the government operates and about how it can be improved.

4. Put into definite form certain important questions affecting the welfare of the people, by writing them into their programs and platforms.

5. Provide good leadership for our government by nominating candidates who are worthy to represent the people. Voters in this country periodically elect 200,000 officials, ranging in importance from the President of the United States, to the constable of a village. Most of these are nominated by political parties.

6. Promote good government by insisting that officials who have been nominated through the party's efforts shall serve the people well. This is also a good way to get the party's candidates reelected.

7. Exert a strong influence on officials who have been put into office by the votes of the opposing party, thus forcing them by public opinion to give good service.

Figure 32

Ways in Which Our Political Parties Serve the People

THINGS TO DO

Answer each question in from one to five words:

1. What is the executive head of our Government called?

2. What group name do we give to the whole body of qualified voters?

3. Can noncitizens vote in your State?

4. How old do people have to be before they can vote in your State?

5. What do you call a meeting brought together to nominate persons for office?

6. Are the candidates for the office of President and Vice President of the United States nominated by petition or at conventions?

7. Does the Constitution of the United States provide for political parties?

Some more words that the student should understand:

alderman—a law-making or rule-making officer representing the people of a city.

attention—thought and study applied to something.

ballot—an official paper given to a voter on which he may mark his vote.

campaign—a struggle between political parties before an election.

constable—a law-enforcing officer of a town or township.

critics—persons who express their judgment about people or things (usually an unfavorable judgment).

express—make clear by act or word.

favor—take sides with, try to help.

indifferent—not caring seriously.

inhabit—live in.

institutions—anything built up solidly for a definite purpose.

major—larger.

mayor—head official of a city government.

nominees—persons who are named as candidates.

performances—things done.

"*platform*"—American word for the principles of a political party.

polling place—place where citizens vote on election day.

precinct—a small division of a city or county made for governmental purposes.

primary election—special election at which each political party nominates its candidates for office by its own votes.

qualified voter—a voter who meets the requirements of the law.

* * *

CHAPTER 13

How the People Form Their Opinions Before Voting

"Only *enlightened* public opinion, based on *accurate* information and full and free discussion of facts and *issues*, can give to our Nation real and *adequate security*."

—*James Monroe.*

★

In our last chapter we discussed how the people can make known their wishes by voting. However, the voter does not do his whole duty as a citizen by voting for the candidates offered to him by the political parties. Every citizen should keep himself well informed so that he can help in the choice of able and honest representatives. He should keep up his interest in public officials after they are elected so that he will know whether they are worthy of holding office and of being reelected. Let us consider for a few moments how the voter forms his opinions about his government and its officials.

★

VOTERS SHOULD HAVE AS MUCH INFORMATION AS POSSIBLE

The United States is a democracy in which the wishes of the people must guide the government in deciding how it will act. Every voter should know what the government is doing for him and his community. If a large number of our voters are *ignorant* or indifferent, our democracy will be a failure. If our voters are well informed and vote with good, common sense, our Government will serve the people well.

More and more as years go by, we expect our Government to help us with our hardest problems. Therefore, we should always keep trying to elect able and wide-awake representatives. After the elections are over and the officials are in office, the people should be interested in watching how their representatives are doing their work. Are the *legislators* making laws that are really needed? Are other officials really enforcing the laws? Are all criminals who *violate* the laws being brought to trial and punished? Are the needs of the people getting the attention that they deserve? These and many other questions should be of interest to our citizens.

HOW CAN THE VOTER KEEP HIMSELF WELL INFORMED?

All voters should be alert and independent enough to read and think for themselves. The problems of government are changing all the time, and we are constantly being asked to vote for new candidates and, indirectly, for or against new plans that groups of citizens tell us will be helpful to our community or to the whole people. How can we decide wisely what candidates have the right answers, as far the welfare of our groups or of the United States is concerned?

Much of our information must come from newspapers, magazines, radio, and television. It is a wise thing for all of us to keep up our reading about public questions and government affairs and to listen to many kinds of *conversations, lectures,* and radio and television talks. A great many writers and lecturers are friendly and patriotic and really want to help us by giving us information that will guide us in thinking for ourselves. Some of the advice that we receive we recognize right away as being for our own good and for the good of our neighbors, as, for example, when a police radio broadcast explains to us why we should obey the traffic rules.

HEARING BOTH SIDES

But we often recognize other information as coming from persons who wish only to help themselves by getting us to support their selfish plans. We read many articles that we immediately know are intended to make us dislike certain officials or groups of officials, while other articles are intended to "build up" some new candidate who is not really worthy of our support. We would be very foolish to believe all we read or hear, especially when the writer or speaker is trying to persuade us to think what he thinks, instead of giving us both sides of the question for our thoughtful consideration. We should always try to hear, discuss, and read "the other side of the story" before we form our opinions. We should read newspapers and listen to radio and television speeches on both sides, and then compare the information we have thus received with the facts that we know already and with our own experience. The most important thing is to hear both sides and to measure their arguments by what we have actually learned in our own lives.

We can get much information in our homes and in the other groups to which we belong. We must never think of education as something that ends when we reach the age of leaving school. We must always remember that our education continues throughout our lives—in our homes, in our religious groups, in our work groups, in discussion groups, and in many of our other contacts. In our homes, for instance, we often find members of the family helping to educate each other without thinking much about it. When they come home from work, they often discuss the different opinions and arguments that they have heard or in which they have taken part during the day. By their discussions they help to explain more than one side of a question. Often they talk about good books that they have read and *encourage* other members of the family to read them too.

DISCUSSION GROUPS

Everywhere in our country there are small and large groups of people who assemble to discuss questions. They are using their constitutional right to assemble peaceably and to speak freely. Sometimes a social group will discuss public questions of importance when it meets at a neighbor's house for dinner—usually local questions of life and work in its own community. Sometimes a group of farmers gets together to talk about the problems of the farm. Sometimes groups of housewives gather to talk about problems of the home and children and the price of household supplies. In all these groups people are talking, listening, reading, exchanging information, and forming opinions.

Some of our groups are more formal than others. The discussion groups that we have just described are very informal and are found wherever a few people get together to talk things over. But throughout this country there are groups that do not simply meet at a dinner or a luncheon or around a fire in the evening. They are organized into formal units, meet together regularly at agreed times and places, and have programs of lectures and discussions to help their members make up their minds about public questions.

Many times these formal groups give their members spoken or written information that tells only one side of the story. Such information is worth having only if we learn the other side of the story as well.

Look at Figure 33, which shows in picture form some of the influences often *exerted* on a citizen as he tries to form an honest opinion on a government question. This may suggest to you that you are going to have a very interesting time in making your preparations to vote sensibly. You will find this true. Making up your own mind independently about public questions is one of the greatest privileges of a democracy.

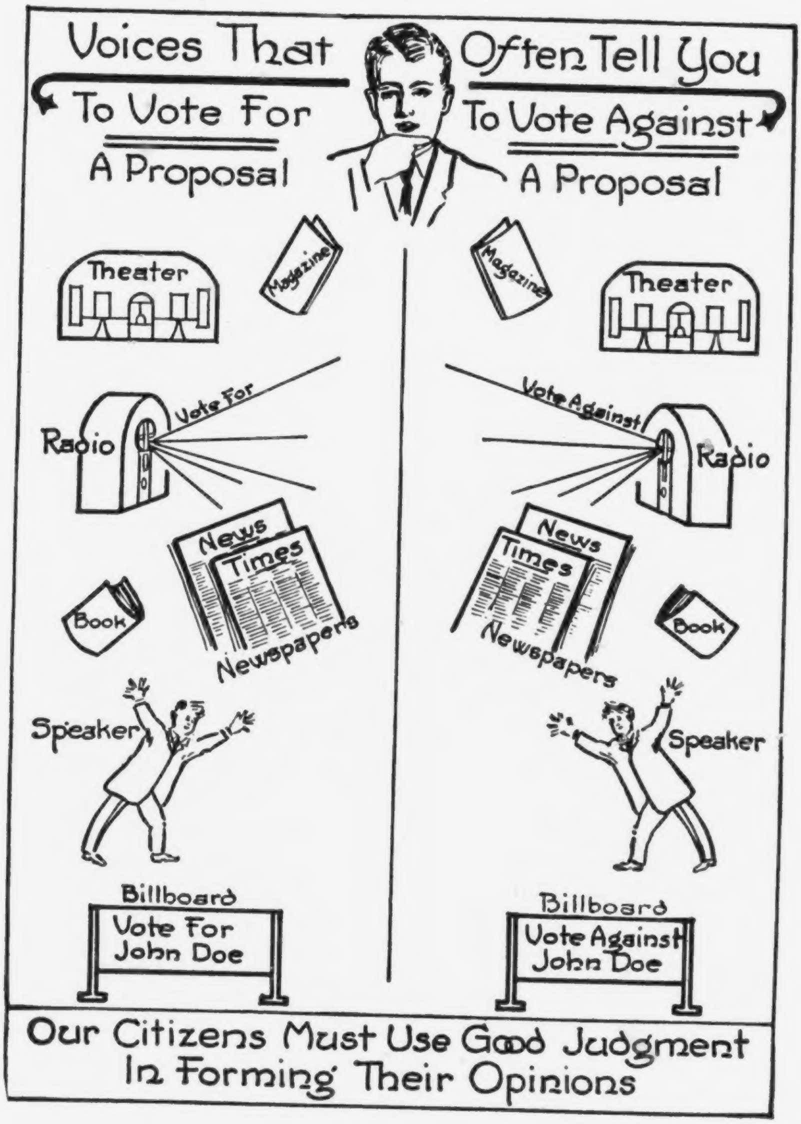

Voices That Often Tell You
To Vote For
A Proposal
To Vote Against
A Proposal
Theater
Magazine
Magazine
Theater
Radio
Vote For
Vote Against
Radio
News
Times
News
Times
Book
Newspapers
Newspapers
Book
Speaker
Speaker
Billboard
Vote For John Doe
Billboard
Vote Against John Doe
Our Citizens Must Use Good Judgment In Forming Their Opinions

Figure 33

Our Citizens Must Use Good Judgment in Forming Their Opinions

NEED OF INDEPENDENT MIND

You must remember that—

1. The newspapers often disagree about men and policies.
2. Books may be written on both sides of any question.
3. Magazines very often publish articles that *contradict* one another.
4. Each political party must stake its success on its own *point of view.*
5. Friends who you admire sometimes see public questions differently than you do.
6. Members of your own family may hold opinions that you cannot accept.
7. Lecturers may present opposing views.
8. Newsreels may influence your judgment by the way they show events that happened.
9. *Posters* and *billboards* may play up some new thought on either side of a question.
10. Different groups to which you belong may totally disagree with one another.

Somehow out of all this information you must get enough good advice to help you form sensible opinions. Such opinions are of the highest importance in a democracy, for they guide the people, and the people guide the government.

SOMETIMES VOTERS TAKE A DIRECT PART IN LAW MAKING

In some States the voters take a direct part in making laws. Some of the States have provided ways by which the people themselves can propose State laws. In those States permission is given by law to any large enough group of voters to sign a petition asking for a desired law, and so to begin the process of lawmaking without waiting for action by their representatives in the State legislature. Then if enough names are signed to the petition, the qualified voters of the State must be given a chance at an election to vote for or against the proposal. If more than half the votes at the election are favorable to the proposed law, it goes into effect. If a majority of the voters vote against it, it is defeated. By this plan, known as the *initiative,* the people (who have the final authority) are actually using part of that authority to make their own laws, instead of delegating all of it to their representatives. They are expressing their wishes directly.

Certainly they will need plenty of information about the proposed law before they can vote wisely for or against it. If the people of a State that has an initiative law are not alert and ready to give such proposals thorough study and to vote upon them intelligently, the "rule of the majority" may be used by a smaller number of citizens to *initiate* and pass unwise laws. The initiative passes back to the people part of the authority usually delegated to representatives, but it also puts on them a great responsibility not to neglect that authority.

Many States make use of another plan by which the people may have a direct part in lawmaking. This is known as the *referendum,* and is much more commonly used than the initiative. The referendum plan provides that a law that has been passed by the State legislature may be referred back to the voters of the State either at their next regular election or at a special election, so that they may vote whether to accept or *reject* it. That law does not go into effect unless it gets a favorable vote of the people. Nearly half of the States give their citizens this power of referendum in some form. Perhaps your own State does. Sometimes a question, instead of a law, may be referred to the people. For example, the people of a city may be asked to vote whether they want a new street car or bus system, or a new *boulevard* cut through a crowded district, or whether the government shall borrow money to do certain things. In such cases the people are again expressing their wishes directly.

In some States the voters may *recall* (remove from office) an official before his term of office ends. Under this plan, if a large enough number of voters sign a petition, the question of the removal of the official must be voted on. If he loses, he is said to be "recalled." The new official to take his place may be chosen at the same time or voted for later at an election. The details of this plan are different in different cities and States.

A SERIOUS RESPONSIBILITY

Such direct decisions on important questions put upon the voter a serious responsibility. In the initiative, the referendum, and the recall the citizen does not delegate his authority to someone whom he regards as more wise and more experienced than himself. He uses his final authority directly himself. For small government groups this may work well, just as the New England "town meeting," at which everybody in the town acts as his own lawmaking representative, works well as long as the population is small and interested. Certainly it is a democratic process of government.

In any case, it is very important that the citizen keep well informed about public questions and public officials.

THINGS TO DO

You be the judge:

CASE 1. Mr. X lives in a city that has a law permitting the recall of city officials. He finds that the mayor of his city is being threatened with a possible recall. He does not know why, but decides that the easiest thing for him to do is to vote as his neighbor tells him. He then forgets all about it until voting time when he and his neighbor cast their votes against the mayor.

Do you think Mr. X has the right idea about this important question? What would you have done if you had been in his place?

CASE 2. Three new citizens, Mr. X, Mr. Y, and Mr. Z, are discussing their right to vote for officials in the coming election. Mr. X says that if the voters of the county, city, State, and Nation do not vote, they are not helping to give us a government "by the people." He thinks that if they do not vote they are not worthy of their citizenship and should be made to pay a fine, as if they were lawbreakers.

Mr. Y does not agree. He says that it really does not make any difference whether a citizen votes or not, since a single vote cannot possibly change the result.

Mr. Z argues that it makes little difference for whom he votes, so he may as well vote for an old friend who is a nice fellow, but *stupid*.

Do you agree with any one of these men? Discuss their points of view and see what your group thinks about them.

Case 3. Suppose that **Mr. A**, Mr. B, and **Mr. C** are candidates for the office of mayor of your city. You find that each one has certain qualities that you like. Study the qualities of each as given below and decide for which one you would vote.

Mr. A	Mr. B	Mr. C
High-school education.	Eighth-grade education.	College education.
Honest.	Honest.	Dishonest.
Good judgment.	Good judgment.	Excellent judgment.
Generous.	*Thrifty.*	Generous.
Friendly.	Unsympathetic.	Very popular.
Fair public speaker.	Poor public speaker.	Good public speaker.

Other things to discuss in your study group:

1. Discuss the meaning of the quotation printed at the beginning of this chapter.

2. Perhaps the law of your own State makes provision for the initiative, referendum, or recall. Ask your study group leader to help you find out about this.

3. If your State has laws for the initiative, can you think of any law that you would like to initiate by petition?

4. It is suggested that your group elect or appoint a committee to draw up a petition requesting some desirable law. Ask the committee to present their petition to the study group. When the group has discussed the petition, find out how many members are willing to sign

it. Perhaps some members of the study group can show why the petition should not be signed.

Some more words that the student should understand:

accurate—correct, true.
adequate security—safety fully equal to any need.
billboards—large signboards.
boulevard—a fine city avenue or broad street.
contradict—deny the truth of another person's statements.
conversations—informal exchange of thoughts through spoken words.
encourage—give someone the courage or desire to do something.
enlightened—well informed.
exerted—used forcefully.
ignorant—untaught, lacking in knowledge.
initiate—make a beginning, set things going, introduce.
initiative—legal right reserved by the voters of some States to start the lawmaking process themselves, without waiting for their representatives to act first.
issues—questions up for decision on which there are different opinions.
lectures—speeches on chosen subjects.
legislators—members of lawmaking groups.
point of view—an argument seriously presented in a public discussion.
posters—printed statements or pictures intended to be fastened in public places.
recall—take away the right to hold office.
referendum—legal right reserved by the voters of some States to have the last word on acts of the legislature and other public questions by voting directly on them.
reject—refuse to accept.
stupid—having a very dull mind.
thrifty—eager to save money or things of value.
violate—break.

* * *

CHAPTER 14

The Objectives of Our City Governments

More than half the people in the United States live in cities. Their needs must be served.

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In the last chapter you learned how important it is that our citizens should know clearly what is going on in the various government groups of which they are members. You learned that the wishes and opinions of citizens do much to decide the course of the government; for the people must give the government its authority to act. But what does the government do? What are its duties? How does it serve our needs? What are its objectives? In this chapter we shall discuss the objectives and purposes of a city government.

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OUR GOVERNMENT UNITS SERVE US EVERY DAY

Some of our government groups touch our lives very often. The streets and bridges that we cross in going to our homes or work are provided by the government. The roads on which we travel to visit friends in nearby towns are built by the government. The streetcar or bus lines on which we ride are regulated by the government. The water that the people of cities and towns drink is in most cases supplied by their local government and in most cases is tested carefully enough by government *experts* to make people feel safe in drinking it.

Many times a day we are being protected by the services of one or the other of our government units.

THE GENERAL OBJECTIVES OF CITY GOVERNMENTS

When we study the general purpose or objective of our city governments, we find that it is to provide the people with safe and helpful living conditions in the city. You learned earlier that in a charter granted by the State each city group is given authority to set up a local government. The fact that the State gives to the city such a charter clearly shows that the State government is interested in promoting the same objective.

City problems are often difficult. Here, in one small area, we find a large number of people. Some of them have come from the country to get work in the city. Others have lived in the city all their lives. Some settle in the city when they arrive from foreign lands. Still others move from one city to another in search of better conditions. Some of these people are wealthy. Others are very poor. Some have good jobs. Others have none. Some are good citizens. Others are criminals. All these people together make up the city population.

Today our two largest cities, New York and Chicago, have a combined population of more than 11 million. Other millions live in the many other large and small cities of this country. But wherever they are, the people who are grouped in one city call upon the city government to provide for many of their needs, so that they can live together in peace and safety. Let us examine this general objective and see what our cities are expected to do for their people.

WE EXPECT THE CITY GOVERNMENT TO GUARD THE HEALTH OF THE PEOPLE

If the people living in our cities are to feel safe, they must live in healthful neighborhoods. One of the most important things in city life—without which no city can hope to live and grow—is good water and plenty of it. It is such a usual thing for all of us to drink water, to cook with water, to wash with water, to use water in all sorts of work, that we come to expect good water without asking where it comes from. A city cannot exist without a plentiful supply of fresh water. This means that the city must provide experts to examine the water supply to make certain that it is pure and safe to drink. It may have to build great *waterworks* to pump the water or to *filter* and purify it. The city must provide enough water for everybody and at as low a cost as possible, for millions of *gallons* will be needed for drinking, cooking, and washing purposes and to supply factories. Most cities own pumping stations and networks of pipes under their streets, and some have to bring their water supply in large pipes from lakes and rivers many miles away.

The city employs experts to examine all sorts of food, which, if not properly prepared for sale, may become spoiled and harmful. Other experts inspect dairy farms to make sure that the milk offered for sale is pure. Others examine factories, markets, restaurants, and bakeries to see that they maintain healthful conditions.

Most cities have public hospitals and clinics that examine school children as to their general health and as to their teeth, and employ special nurses in the schools to watch over the health of the children. These hospitals and clinics also offer free services to all persons who are too poor to pay for medical care.

To guard the health of the people, nearly every city government has a department of health. One of the most important duties of the officers of a city health department is to prevent the spread of *contagious* diseases. They must *quarantine* (close off from the public) all places where disease has broken out, give special medical treatment to persons to prevent them from catching diseases, and *disinfect* places where contagious diseases are likely to occur. Furthermore, all the doctors in the city are required by law to report to the department of health all cases of contagious diseases. Health officials also must keep a record of births and deaths in the city and must study the causes of diseases and deaths. Sometimes, by finding out the cause of a death, the doctors are able to prevent a disease from spreading.

The city government must also pay careful attention to the removal of trash, garbage, and other *waste material.* If this is not done, the city will be unclean and diseases will break out. It must build *sewers* and keep them in repair and must provide proper *drainage* for storm water. Modern health experts have learned that large numbers of people cannot live close together in a city and keep healthy unless they have good drainage and good sewers. In order to keep the city clean, quiet, and healthful, a good city government will also do all that it can to prevent unnecessary dust, noises, and smoke.

WE EXPECT THE CITY GOVERNMENT TO GIVE US GOOD STREETS

A special department of the city government is usually in charge of building and repairing streets. If it is well managed, it will plan and build bridges and underpasses where they are needed to make travel easier and safer. It will keep the streets clean and will forbid the throwing of trash or rubbish and garbage into them. It will also keep the streets well lighted and properly marked.

WE EXPECT THE CITY GOVERNMENT TO MAINTAIN PEACE AND ORDER

One of the most important departments of our city government is the police department. It helps to keep the city an orderly place by arresting lawbreakers and those who disturb the peace. For purposes of keeping order the department will usually divide the city into districts or precincts and will assign a certain number of policemen to each district so that each policeman may have special knowledge of the area for which he is responsible. Other policemen regulate street traffic in the city and help to prevent accidents. The police force also takes care of lost children and returns them to their homes.

Policemen must do many kinds of work and, therefore, must have high qualifications. They must take *physical* tests to prove that they are strong and quick and have good eyesight and hearing. They must also take examinations to prove that they know the laws that they are employed to enforce.

The policeman must prove himself a good friend to everyone living in the city, for citizens have a right to call on him to help them in many ways.

WE EXPECT THE CITY GOVERNMENT TO PREVENT AND FIGHT FIRES

Most cities have a regular force of firemen to fight fires. To prevent fires they must also have strict building regulations; these usually provide for the inspection of building plans and for the *issuance* of building permits only after the plans have been approved by a building department of the city government. Sometimes the building regulations state what kind of *materials* must be used, because some materials catch fire more easily than others. Representatives of the fire department or the building department usually check up carefully on the electric wiring in houses and places of business. They examine furnaces, chimneys, and fire escapes, and check up on the storage of gasoline, *explosives,* and motion-picture films. They inspect schools, theaters, and other buildings where large numbers of persons come together. Sometimes, too, firemen are sent to the schools to teach fire prevention and conduct fire drills.

WE EXPECT THE CITY GOVERNMENT TO MAINTAIN SCHOOLS FOR THE PEOPLE

Every city must plan for the education of its citizens. This not only requires the building and maintaining of grade schools, but of high schools and even of schools for grown-ups. Often the school system starts classes in *vocational training* (special teaching to prepare people for various kinds of jobs) and classes for the deaf and the crippled and for those who cannot yet speak the English language. Perhaps your own city offers its people other kinds of education not listed here. City governments also give the people other aids to education by maintaining libraries, public lecture halls, and training schools for teachers.

WE EXPECT THE CITY GOVERNMENT TO PROVIDE FOR THE SICK AND NEEDY

It is generally agreed that the community must take care of those sick, aged, or helpless persons who cannot take care of themselves. It must provide for the care of the insane, the *feeble-minded,* the orphans, and the poverty-stricken. It must keep a watchful eye on *juvenile delinquents*—boys and girls who are beginning to develop wrong habits—to prevent them from becoming criminals.

WE EXPECT THE CITY GOVERNMENT TO PLAN FOR YEARS TO COME

Most of our older cities have grown without any careful plan for the future. Today we are learning that a well-thought-out plan is a fine thing for the welfare of any city and for the health and comfort of its citizens. There is a real need in every city for a group of people who will make plans for the growth of the city many years in advance. Such a planning department can also arrange for immediate improvements. It can consider new and better ways of obtaining a water supply, *disposing* of sewage, beautifying the city, and improving the streets. It may plan for new public buildings or for a new airport. It may plan for better location of railroad tracks. It sometimes divides the city into *zones* for the purpose of keeping the factories and business buildings out of home districts. Sometimes the zoning of a city makes it necessary for citizens to give up the full right over their own property, for the benefit of all the people of the city. For example, a person owning a home in a *residential* section will sometimes not be permitted to rent it as a store or factory, because a store or a factory in a district of homes will often spoil the whole neighborhood.

You will want to find out whether your city has a planning or a zoning commission.

WE EXPECT THE CITY GOVERNMENT TO PROVIDE PLACES FOR PLAY

The people of a large city are likely to become unhappy and unhealthy citizens if they live among narrow streets and crowded blocks without any chance to get pleasure from wholesome exercise in the fresh air or to relax and have a good time among their friends after work hours. So modern cities very often provide parks, gardens, and playgrounds for their people. They often have community swimming pools, carefully inspected and kept clean. They often provide public libraries, *museums,* and *art galleries.* Many modern cities have public golf courses and *community centers.* These things all help to make a city a happier and healthier place to live in. Your group will want to discuss the play places of your own city, if it has any; or, if it has not, why not?

WE EXPECT THE CITY GOVERNMENT TO REGULATE *PUBLIC UTILITIES*

In some cities there are "public utility" companies that supply gas, electricity, telephone service, and streetcar or bus service for private profit. The city must take the responsibility of regulating the private companies to make sure that the people are fairly treated. Other cities own and operate their own public utilities. It will be interesting to learn to which group your city belongs.

SUMMARY

A city government can only fulfill its true objective by providing services for its people. Naturally, the city needs an able and active government organization for these purposes. In our next chapter we shall study the organization of the city government itself, in order to see how all this work is done.

THINGS TO DO

Questions to discuss in your study group:

1. What are some of the things that any person living in a city can do to prevent dangerous fire?

2. Why is it important for the city health officers to fight contagious diseases? Is it anybody else's business if you catch a contagious disease?

3. What does your own city do to prevent contagious diseases?

You be the judge:

CASE 1. Mrs. Jones, who lives in a city apartment, has a small daughter very ill with scarlet fever. One morning a neighbor calls and learns of the child's illness. She asks Mrs. Jones to call a doctor at once, because of the danger of contagion in the building. Mrs. Jones refuses, saying she does not want her family to be quarantined. She asks her neighbor to say nothing about the case. What do you think the neighbor should do?

Suggested field trips:

1. If you live in a city, your study group, or a committee appointed from it, should learn how garbage, trash, and other waste is treated. Visit the *garbage-disposal plant.*

   a. Learn how the garbage is collected.

   b. Learn how it is disposed of or destroyed.

   c. What purpose does the garbage-disposal plant serve? Do you think it actually helps the families in your neighborhood?

2. If all your study group cannot visit the city waterworks, elect a committee to do so.

   a. What purpose does the waterworks serve? How does it help the families living in the city area?

   b. How is the water purified?

   c. Where does the city get its supply of water?

3. Have you ever thought about the museums, libraries, art galleries, and other educational centers in your city? Perhaps your leader can arrange for you to take a field trip to some of these places. When you return discuss the purposes of these interesting places. In what ways was the trip helpful to you?

4. Other places you might visit and discuss:

a. One or more of the large schools or universities.

b. The department of your city government that supervises the cleaning and repairing of streets and roads.

c. The planning department of your city government.

Some more words that the student should understand:

art galleries—buildings or rooms in which paintings, statues, and other works of art are shown.

community centers—buildings, rooms, or open spaces where the people of the community can meet for community business or pleasure.

contagious—likely to spread easily from one person to another.

disinfect—purify or make free from germs or contagion.

disposing—getting rid of.

drainage—system for carrying away waste water.

experts—persons who are widely experienced or thoroughly informed about some particular thing.

explosives—substances, such as gun powder or dynamite, which cause a violent bursting.

feeble-minded—persons whose minds are weak.

filter—strain through something that will remove impurities.

gallons—liquid measures, each containing 4 quarts.

garbage-disposal plant—a place where household refuse is gotten rid of.

issuance—act of giving something out officially.

juvenile delinquents—children who do not obey the law.

materials—substances.

museums—places where collections of curiosities or objects of interest or works of art are kept to be seen.

physical—relating to the human body.

public utilities—services furnished for public use, such as gas, electricity, telephone service, bus or streetcar service.

quarantine—keep persons or places separated because of the danger of spreading disease.

residential—used for homes.

sewers—pipes or other drains for carrying off water, sewage, or other waste.

vocational training—training for different kinds of jobs.

waste material—worthless matter.

waterworks—a system by which water is furnished in large quantities, usually to a town or city.

zones—areas, divisions of a city in which the kinds and uses of buildings are strictly limited.

* * *

CHAPTER 15

How Our City Governments Are Organized and Operated

Because the services of our modern city *affect* the citizen's welfare every day, it is important that the city government be well organized and operated.

★

In the last chapter you studied the objectives of the city government. You learned that it provides a great many services for its people, who depend upon it to guard their health, lives, and property. We know that these services are important; but how are they to be carried out? How is the city government organized to do its work?

★

HOW CITY GOVERNMENTS DIFFER FROM ONE ANOTHER

The cities of the United States have a number of different forms of government organization. However, there is almost always some kind of central group or *council* of chosen representatives to direct the city's business, and a mayor or manager to act as the head of the organization. Then there are the heads of the important departments among which the work is divided, and there are a large number of *employees* who work under their leadership.

There are three general plans of city government. In some cities the voters elect a chief officer known as a mayor and a lawmaking group called a council, the members of which are usually called aldermen or councilmen and are elected from city districts called wards; in some cities, however, the voters of the whole city elect all of the aldermen. In other cities the voters elect officials to form a government group called a commission. In still other cities the voters elect a small group of representatives to make the city laws, but these are also given the special duty of choosing a city manager to act as the executive head of the city's government. These three forms of city government are usually spoken of as (1) the mayor-council plan, (2) the commission form of government, and (3) the city manager plan. Many cities have worked out forms of organization that combine parts of these three general plans.

We cannot say that any special form of city government is "the best." Any form of organization is good that works effectively for the good of the people and in which the people have the "last word" at the elections.

THE MAYOR-COUNCIL FORM

During the early years of our Nation, the mayor-council form of organization was used in almost all of our cities. It is the oldest form of city government in the United States. In many ways it is like our Federal and State organizations. You can see in Figure 34 that in this form of organization the mayor is the chief executive officer of the city. He is elected by the people and is often given great powers. He usually appoints the heads of the departments of the city government and a large number of lower officers, although the city council sometimes has the power to confirm or reject the more important of these appointments. The mayor may sign or *veto* city ordinances. He is responsible for putting the ordinances into effect and has many officials under him to help him do so. Sometimes he is required to prepare a *budget,* which is his *recommendation* to the council as to how the money of the city shall be collected and spent.

From your study of the objectives of the city government you know that there is need for departments of public health, police, fire protection, education, etc. All of these departments provide services for the people.

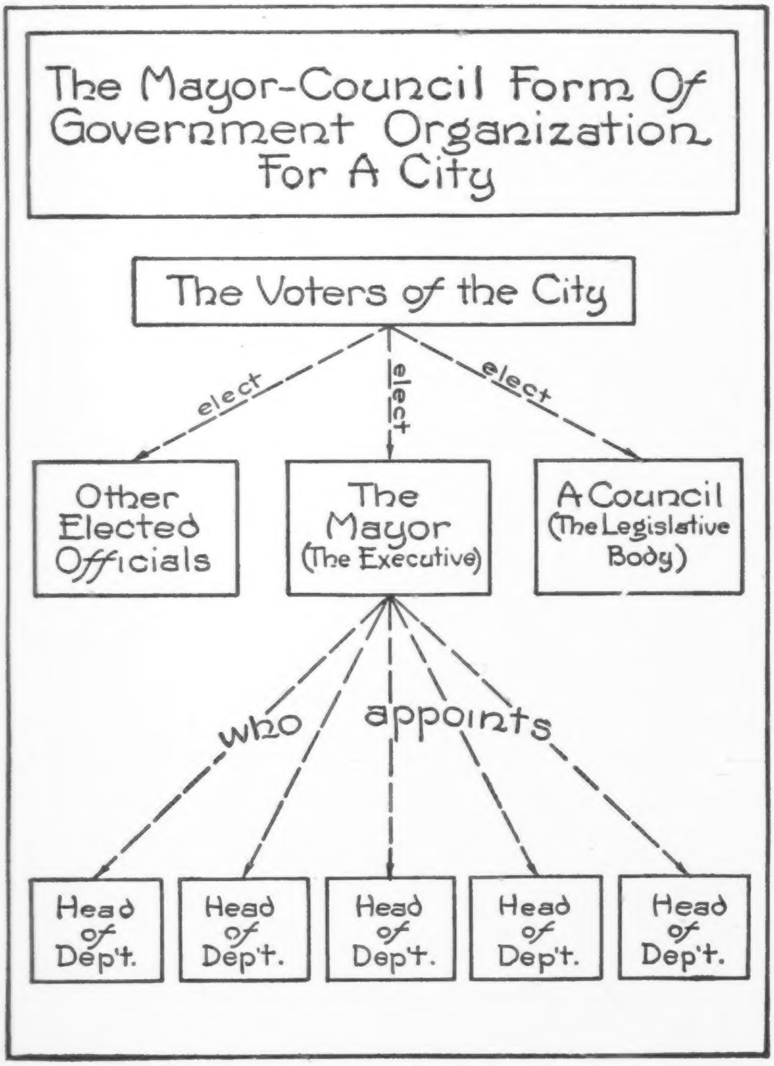

The Mayor-Council Form Of Government Organization For A City
The Voters of the City
elect
elect
elect
Other Elected Officials
The Mayor (The Executive)
A Council (The Legislative Body)
who appoints
Head of Dep't.
Head of Dep't.
Head of Dep't.
Head of Dep't.
Head of Dep't.

Figure 34

The Mayor-Council Form of City Government Organization

Hundreds of persons are employed in these departments and in other departments that enforce the city's building regulations, pave and clean its streets, make its plans about raising and spending money, conduct its lawsuits, and do many other necessary things. Under the mayor-council plan the heads of all these departments have their authority delegated to them either by the mayor or the city council, whose own authority is delegated by the people.

The council is the legislative group in this form of city government. The council passes the city laws, which are called ordinances, but it does not have the right to pass ordinances that violate the city charter, the Federal or State laws, or the Federal or State Constitutions.

In this plan the mayor and the council share the authority delegated by the people. The council makes the laws, but the mayor must enforce them through the police and other executive officers. The council has the power to decide the *tax rate* for the people. With the advice of the mayor, it decides how much money is to be spent by each of the city departments and the purposes for which it is to be used.

THE COMMISSION FORM OF CITY GOVERNMENT ORGANIZATION

A commission form of city government is much newer than the mayor-council plan. In this kind of city organization the voters elect three or more commissioners to represent them. These commissioners are usually elected from the whole city, rather than from districts or wards. They are given both the law making and the law-enforcing powers of the city government. They decide on the tax rate for the city and plan how the city's money is to be spent. They grant permits to various companies whose work must be inspected (watched) by the city government. One of the commissioners is chosen to preside as chairman and is usually called the mayor, although in most cases he does not have more power than the other commissioners.

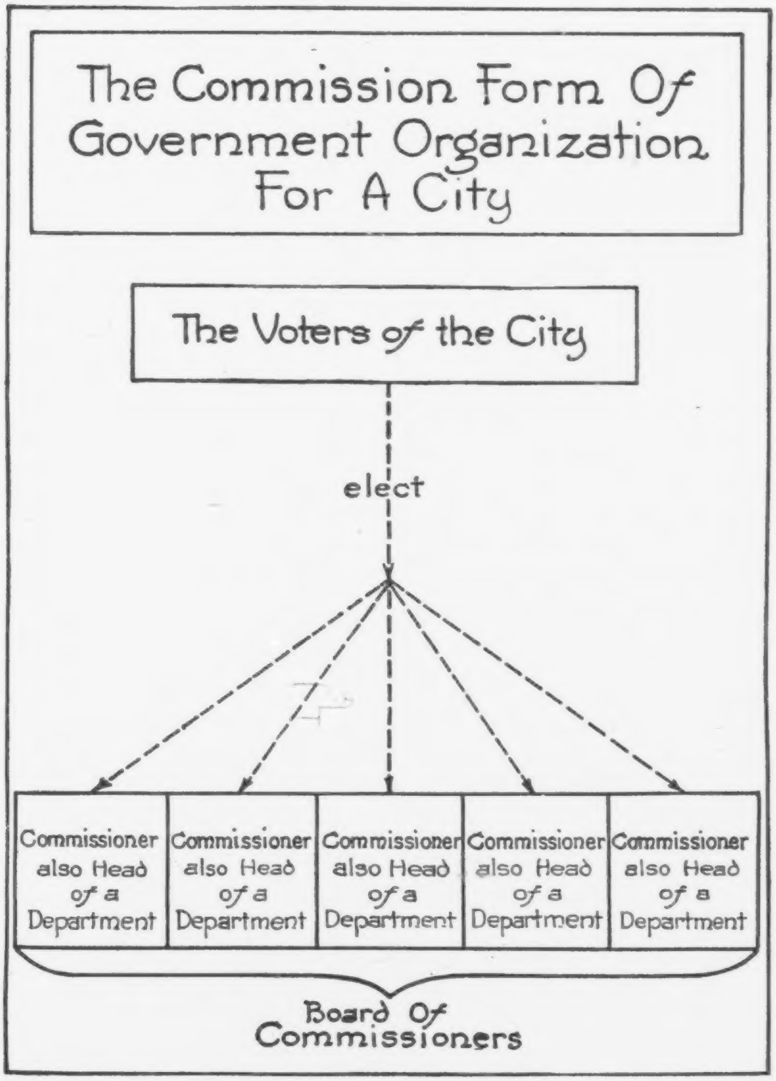

The Commission Form Of Government Organization For A City
The Voters of the City
elect
Commissioner also Head of a Department
Commissioner also Head of a Department
Commissioner also Head of a Department
Commissioner also Head of a Department
Commissioner also Head of a Department
Board Of Commissioners

Figure 35

The Commission Form of City Government Organization

You can see in Figure 35 that the work of the city is divided into several departments. It usually relates to public safety, public improvements, *finance,* parks, and public property. Each commissioner *supervises* the work of one or more of the departments and is responsible for it.

THE CITY MANAGER FORM OF GOVERNMENT ORGANIZATION

The city manager form was first used in Staunton, Va., in 1908. Since then many cities have adopted it. In this plan the people elect a small group or council to make city ordinances and to decide general matters of planning. They give to the council an important duty, which is to select as the head of the city organization a manager who is especially well qualified by experience and training for that kind of work. The people authorize the council to pick the best man they can get, whether he lives in their own city or not. This city manager appoints the heads of departments and some of the other officers.

The manager is responsible for the enforcement of the ordinances passed by the council. He reports to the council on the needs of the city and suggests plans as to how the city's money shall be spent and how improvements shall be made. In most cases he holds office as long as the council is pleased with his work.

The people retain control over their city government because their council can dismiss the manager at any time. Furthermore, the members of the council are, in some cities, subject to recall by the voters. And, of course, they can be voted out of office at the next regular election if the people are not satisfied with them. (Study Figure 36).

ALL CITIES HAVE A SYSTEM OF COURTS

Every city has some system of courts. Sometimes the judges of these courts are elected by the voters of the city, but sometimes they are appointed by the city council

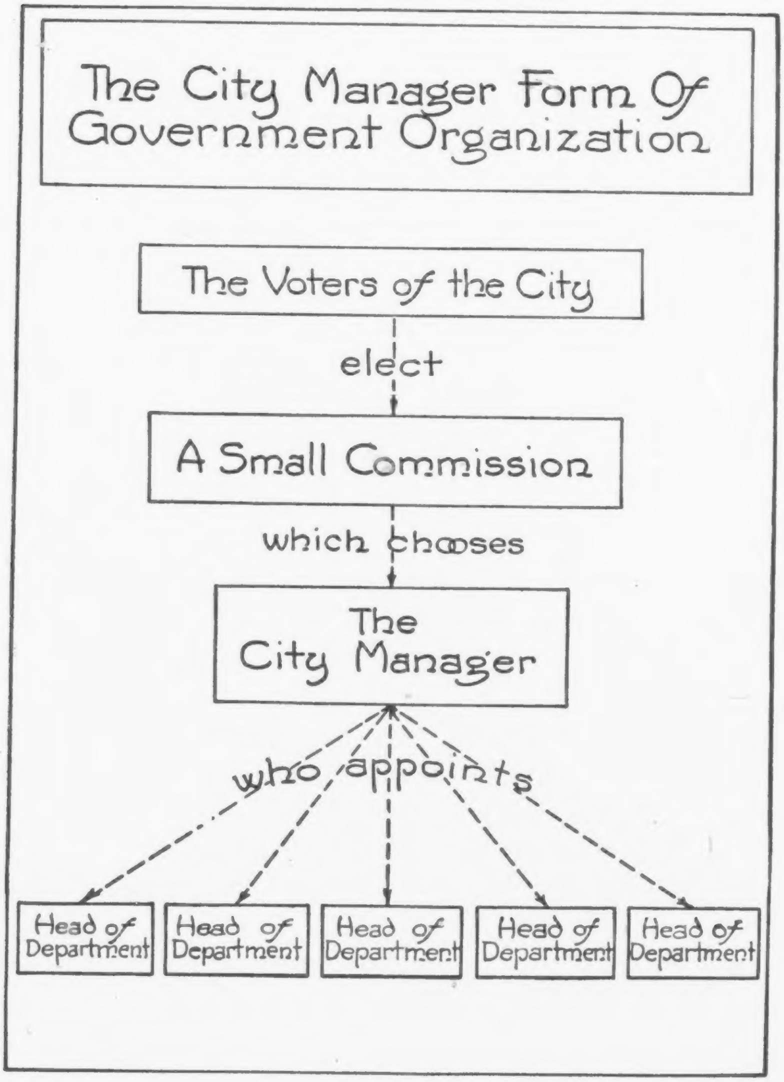

The City Manager Form Of Government Organization
The Voters of the City
elect
A Small Commission
which chooses
The City Manager
who appoints
Head of Department
Head of Department
Head of Department
Head of Department
Head of Department

Figure 36

The City Manager Form of City Government Organization or commission, by the governor of the State, or by some other person or group to whom authority is delegated by the people for that purpose.

WHAT KIND OF LAWS DOES A CITY MAKE?

There are many kinds of city ordinances. Some of them are about the organization of the city government; others are about the raising and spending of money, the planning and upkeep of public buildings, parks, and city streets; and still others are about such matters as water supply, drainage, and sewage. Many deal with the health, safety, and lives of the people. Other ordinances give permits to certain kinds of private businesses that serve the people.

We have learned that sometimes private companies supply the city with gas, electric lights, telephones, streetcars, and busses. Each of the companies is required to get from the city government an operating permit called a *franchise,* which states its right to do business and is its authority to act. For example, if a streetcar or bus company wishes to run a new line through a city, it must get a franchise to do so from the city government.

THE TEST OF A CITY GOVERNMENT

No matter what the form of organization of a city government may be, the important thing is whether it reaches its objectives and gives the people what they need. The people of the city should be interested in knowing how their officials operate the government, in keeping themselves well informed, and in making known to the officials their real needs and wishes. They should use their final authority and speak their "last word" by voting intelligently and by putting and keeping honest and able men and women in public office.

All of us should study our city governments, having in mind the following questions:

1. What is the general objective of the city government?

PROBLEMS OF MY CITY

Think about the general conditions of your own city. Does it have good lights, good streets, clean alleys, and attractive parks? Does it have a traffic problem and are there enough policemen to enforce the laws and prevent accidents? Try to complete this chart.

SOME PROBLEMS OF MY CITY ARE:

1. ....

2. ....

3. ....

4. ....

5. ....

6. ....

7. ....

8. ....

9. ....

Figure 37

Work Project: Problems of My City

2. What are the objectives of the principal departments?

3. How is the government organized to reach these objectives?

4. Are the several departments and other parts of the government doing their work well and at a reasonable cost to the taxpayers?

THINGS TO DO

Select the word or words that will finish each of the following statements correctly:

1. Three forms of city government organization are the

a --

b --

c --

2. The oldest form of city government organization is the ---------------------.

3. City laws are called ---------------------.

4. The permit that the city may give to a private company to carry on a public service is called a -----------.

5. In the mayor-council form of city government the chief executive officer is called the -------------------.

6. The form of city government in which an elected group of representatives makes the city laws and each member of it acts as the head of an operating department is called a --------------------.

7. In the mayor-council form of city government the legislative body is generally called the -----------------.

8. In the city manager form of government the person responsible for the business management of the city government is called the --------------------.

Questions about your city government (for students who live in cities):

1. What form of city government organization do you have?

2. What important officials do the people elect?

3. For how long a term does the mayor or manager of your city serve?

4. What departments are there in your city government organization? What are the chief objectives of each?

Some more words that the student should understand:

affect—act upon or influence.
budget—a list showing money expected to be collected and money planned to be spent during a certain period.
council—a group of persons who meet together for discussion.
employees—persons employed to do work.
finance—the system by which money is raised and spent.
franchise—a special right or privilege granted by a government to some definite person or group.
recommendation—act of asking for favorable consideration.
supervises—has duty of overseeing.
tax rate—amount of tax to be paid, as measured by the value of the property taxed.
veto—refuse to approve.

* * *

CHAPTER 16

The Objectives and Organization of Our Other Local Governments

> No citizen can afford to be indifferent to his government. Every hour he is being affected by its services and regulations.

★

In our last two chapters we discussed city governments in the United States. You learned about their objectives and services and how they organize and operate to reach these objectives and give these services. Now we shall study other local governments—the township, town, or village, and the larger and more important unit known as the county. We shall study their objectives and see how they serve many of our needs. We shall also talk about their organizations and the various officials who do the work required for reaching their objectives.

★

WHY SO MANY LOCAL GOVERNMENT UNITS HAVE GROWN UP

In the early days, when our people lived farther apart and there were not so many of them in this country, the services that are now provided by our government units were carried on by single persons and small groups. In the days of the 13 Colonies, for example, there were very few or no police in the cities. The citizens watched and guarded their own homes and properties. The city governments provided neither street lights nor street cleaners. The people provided for themselves whatever they felt they needed.

Today, even in our small towns, we call on our government units to furnish hundreds of services to us. We prefer to pay taxes for these services rather than perform them ourselves. We want our town government to provide street lights and good sidewalks. We want it to clean the streets and alleys. We want it to provide enough policemen so that we shall feel protected in our homes. We want a sheriff in our county to arrest criminals who violate the law. We want the government to do whatever else is needed by the citizens so that we may have an orderly place in which to live.

WHAT DO THE TOWNSHIP GOVERNMENTS DO?

All our States are divided into districts called counties (or, in Louisiana, parishes), and in many States the counties are divided into districts called townships. In the New England States the town is an important unit of government. At least once a year, in some townships, the voters come together in their town meeting, where they make their own laws about their local roads, bridges, streets, schools, and other such matters. They fix the tax rate and decide how the money shall be spent. They elect officials to enforce the laws. In this form of local government, therefore, "the people" act directly in making their laws. This is an interesting example of direct democracy in which the final lawmaking authority of the people is not delegated to any representatives.

In other States the townships are generally used as election districts, although some of them have a few township officials, such as *justices of the peace,* constables, and *road supervisors.*

WHAT THE VILLAGE AND TOWN GOVERNMENTS DO

The village or town is like a small city. When people begin to settle close together and to form communities, they find that they have certain needs in common. They find they must elect their own officials and have their own government to serve these needs. They therefore petition the State government for authority to set up either a village or a town government. If this authority is granted, the community becomes an ***"incorporated"*** village or town. The word "incorporated" as here used means that the community has been delegated authority by the State to have a local government.

The general purpose of a village or town government is to provide for the needs of its people. To carry out this purpose the local government must perform a number of services. Among other things it may—

1. Pave and light the streets.
2. Provide a water supply.
3. Provide police and fire protection.
4. Make local health regulations.
5. Provide for disposal of sewage, garbage, and other waste.
6. Work with the State, county, or school district officials to have necessary schools.
7. Decide upon a special tax rate to meet the expenses of these services.

HOW THE VILLAGE AND TOWN ORGANIZE TO DO THEIR WORK

We have learned that our villages and towns have governments to serve the people. Village or town government is usually in the hands of a village or town board or council. Sometimes it is known as a "board of ***trustees.***" Members are elected by the people. Some villages and towns elect a president or mayor and give him special powers. Usually there is also a village or town clerk, a health officer and police officers. These officers serve the people of the village or town in their local self-government.

WHAT ARE THE SERVICES PERFORMED BY A COUNTY GOVERNMENT?

County governments in the United States furnish many services to the people. Here are some of them:

1. The county has charge of local elections and helps to conduct State and National elections.
2. The county maintains courts in which many important law suits are argued and decided and in which per-

sons accused of crimes are brought to trial and either *acquitted* or *convicted* and *sentenced* to punishment; also in which the *wills* of persons who have died may be filed and all matters concerning *estates* may be settled.

3. The county decides on a tax rate that will bring in the money needed for its own expenses and then collects the taxes. It also collects taxes for the State, city, township, town, or village.

4. The county builds and maintains its own schools, although often with State aid.

5. The county keeps official records of the births, deaths, and marriages that take place within its borders.

6. The county keeps copies of important documents for the people. Such documents include *deeds* and *title papers* that show ownership of property, *mortgages* that prove debts and protect the rights of *creditors,* judgments of courts of law, and wills left by persons who have died, to provide for the division of their estates.

7. The county usually cares for its own poor, its poverty-stricken old people, and its orphans.

8. The county helps to prevent diseases and the conditions that cause the spread of disease. Many counties maintain county hospitals.

9. The county grants some licenses or permits, such as licenses to marry and permits to conduct certain kinds of business.

10. The county does its share in building and repairing roads, *underpasses* and bridges within its boundaries.

11. The county usually maintains a courthouse and a jail, and helps to maintain other public buildings.

HOW OUR COUNTIES ARE ORGANIZED AND OPERATED

In each of our counties there is one town known as the "county seat," which is the *headquarters* of the county government. The county officials usually have their offices at the county seat, in a building called the "county building" or "county courthouse."

Usually there is a board of commissioners or board of supervisors in general charge of the county government. Sometimes the county board is very small, but sometimes it is quite large. If the board is small, it usually is made up of members elected by the voters of the entire county. If the board is large, it usually is made up of representatives chosen by the townships in the county.

Certain county officials help the board to do its work. The county officials are sometimes elected by the voters of the county. In some counties they are appointed by the county board, or by the governor of the State, or by the State legislature. Usually their powers and duties are fixed by State law. The following pages describe the duties of the officials usually found in counties throughout the United States.

Every county maintains at least one court of justice and the judicial officers necessary for its operation. It has its own courthouse, although the judges who hold court there sometimes do not live in the county but are members of the State judicial system and hold court in other counties as well. In many States the counties are grouped into judicial districts or *circuits,* each of which has one or more judges. In some States these judges are appointed by the governor or by the legislature. In other States, however, judges are elected by the voters.

PROSECUTING ATTORNEYS—SHERIFFS—CORONERS

The duty of one of the most important county officers, called the *prosecuting attorney* (or sometimes the district attorney) is to enforce the law against criminals of every kind, from the *petty* thief to the murderer. When the prosecuting attorney brings a criminal to trial, he explains the case to the court and asks that the criminal be convicted. He must have witnesses brought in to prove that the prisoner committed the crime for which he is being tried. If this important officer is not brave and honest, he may fail to prosecute the guilty as vigorously as he should. If he is honest and worthy of his office, he will enforce the law without fear or favor and thus help to preserve the good order and peace of his county.

Sometimes the less important cases are tried before a justice of the peace, who is usually an elected officer of the township.

Another important county officer is the sheriff. It is this official's duty to arrest and put in jail those who disturb the peace or otherwise break the law. He is the supervisor of the county jail. He carries out the orders of the judges. He notifies witnesses and jurors when to appear in court. When ordered by the judge, he sells the property of persons who do not pay their taxes.

You learned in chapter 5 that the sheriff has the authority to call on any person in the county to help him arrest a criminal or preserve law and order against any outbreak of *lawlessness.* When a sheriff cannot keep order in his county even with the aid of such a group of persons (called a *"posse"*), he may ask the governor for help. In such cases—and particularly in cases of great disturbance—the governor may send the State militia into the county to restore order and take over the local *police power.*

An officer called a *coroner* is given the duty of *investigating* sudden or violent deaths which happen under suspicious conditions and of determining the cause of such deaths. He may call together a jury of citizens to help him find out the truth about such cases.

COUNTY TREASURERS, AUDITORS, AND ASSESSORS

An officer called the county treasurer usually receives, guards, and pays out the county's money. Sometimes he is aided in his work by assistant collectors. He turns over to State, city, and town officials those parts of the tax money that should go to them and uses the county taxes to pay the costs of the county government. This officer usually has to put up a *bond* to protect the county against possible loss of money through the dishonesty or carelessness of anyone in his office. The treasurer is usually elected by the people. You can easily see that he must have a very high standard of honesty.

There is often a county auditor, who has the duty of examining the cash accounts of other county officers.

Some counties have assessors to study and decide upon the *valuation* of all the *taxable* property in the county. By setting an *"assessed valuation"* on property, they help the county board or the county treasurer to determine how much tax money should be collected from different property owners.

Often a special board or group of officials hears *appeals* from taxpayers who think the assessor has placed his valuation of their property too high. The board may lower the valuation, may agree with the assessor's figure, or may raise it if it has been set too low.

You have already learned that the county keeps important records. A county clerk keeps the records of births, deaths, and marriages in the county. He also keeps copies of deeds and mortgages, and usually copies of all wills that are brought to him to be made official records of the county. These become public records so that any person can find out the truth about property ownership; as such they must be kept accurately and in good condition by the county clerk.

In many counties there is a county *superintendent of schools,* who supervises teaching, selects teachers, and cooperates with the State superintendent of schools.

There may be health officers to fight diseases and unhealthful conditions in the county. There may be *overseers* of the poor to supervise the care of poor people in hospitals, in homes for the aged or on county poor farms. There may be county road commissioners responsible for the building and repair of county roads. And your own county may have still other officers who are not mentioned here.

THE COUNTY MANAGER PLAN OF ORGANIZATION

In recent years a number of counties have decided to change their government organization. They feel that it is much better to have one man, a single leader, in general charge of the government. The voters in such counties elect a small board of commissioners, who in turn choose an official called a "county manager." The board also chooses an auditor and a prosecuting attorney. Nearly all other officials are selected by the manager. People who favor this plan feel that the manager can find the persons best qualified to work with him. He appoints his sheriff, his finance officers, general welfare officers, and others. Then he is responsible for their work and for the operation of the county government as a whole. You can learn more about this plan by studying Figure 38.

THINGS TO DO

Some questions to discuss in your study group:

1. What are the principal activities of your own township and county governments? Of your village or town? How do they help the people of the communities?
2. What needs do you find in your village or county that you would like to see your government serve? Would these services help the families of the neighborhood?
3. What are some ways in which the county government cooperates with the State government?

Your county, village, and township address:

If you live on a farm, you must have a town or village address from which your mail is sent by the Rural Delivery Service. Complete the following sentences:

My name is ------------------------------------
My village address is ---------------------------
My rural delivery service address is ------------
My county is ------------------------------------
The county seat of my county is -----------------
My village has a population of about -----------
The number of counties in my State is ----------

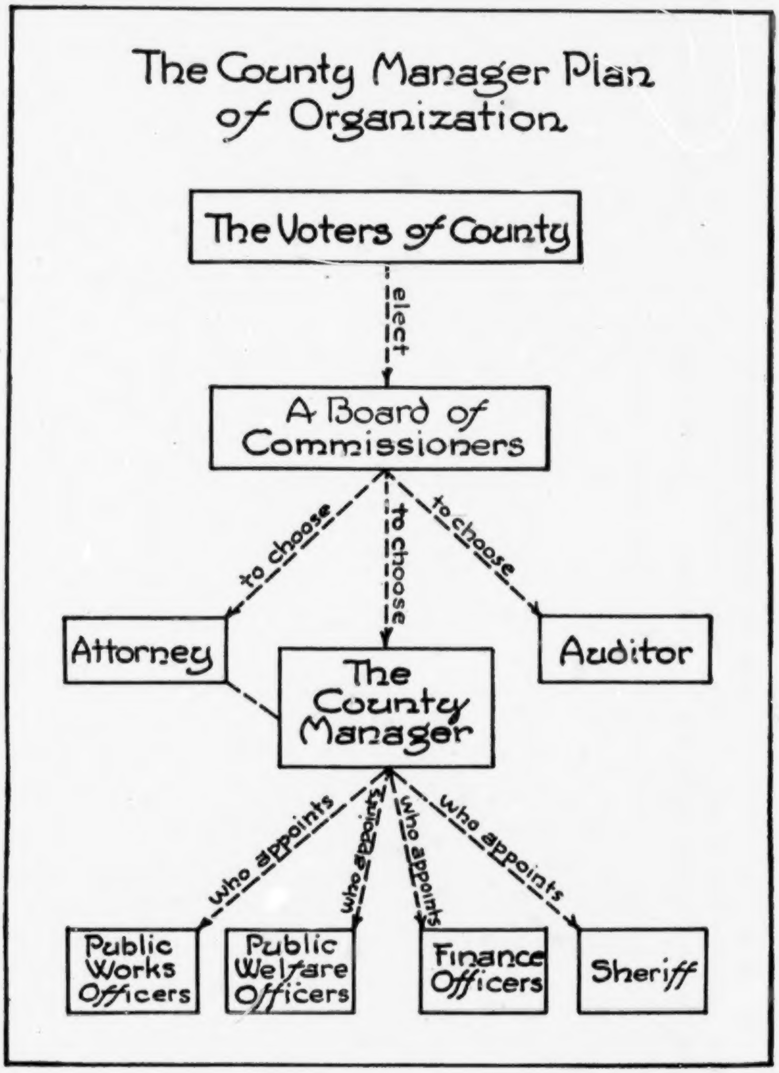

The County Manager Plan of Organization
The Voters of County
elect
A Board of Commissioners
to choose
to choose
to choose
Attorney
The County Manager
Auditor
who appoints
who appoints
who appoints
who appoints
Public Works Officers
Public Welfare Officers
Finance Officers
Sheriff

Figure 38

The County Manager Plan of Organization

MY COUNTY OFFICIALS

Name of the official	Term of office, and salary	Duties	How chosen?	Qualifications needed

Figure 39
Work Project: My County Officials

Work projects:

1. If you are a qualified voter in your county, you have the right to help elect officials to local offices. Consider carefully the work that each of these officials must be qualified to do. Then try to make a list of the qualities you would hope to find in a candidate who was asking you to vote for him for any one of these offices. Fill out the lists below to show the qualities needed for the offices named.

QUALITIES NEEDED BY GOOD COUNTY OFFICIALS

Sheriff	*Auditor*	*Treasurer*	*Prosecuting attorney*
1 ----------	1 ----------	1 ----------	1 ----------
2 ----------	2 ----------	2 ----------	2 ----------
3 ----------	3 ----------	3 ----------	3 ----------

2. Study the public offices, including memberships on boards and commissions, in your county. When you have found out all you can about them, try to complete a chart of them like the one shown in Figure 39. After you have completed this work, discuss it in your study group. What *conclusions* do you reach as to whether the work of your county government is well organized and well done?

Some more words that the student should understand:

acquitted—found not to be guilty.
appeals—requests that a higher authority change a decision or correct a mistake of a lower authority.
"*assessed valuation*"—the money value set on property to determine how much it shall be taxed.
bond—a written agreement to perform some duty honestly or, upon failure, to make good by paying to the person damaged by the failure a sum of money set aside for the purpose.
circuits—districts to be traveled over.
conclusions—final decisions.
convicted—found guilty of a crime.
coroner—officer who inquiries into deaths when there is reason to suppose that they are not due to natural causes.
creditors—persons to whom sums of money are owed.
deeds—written papers, prepared according to law, transferring the ownership of real estate to someone else.

estates—properties left by persons who died.

headquarters—a principal place of business.

"*incorporated*"—authorized by the legislature to have a local government.

investigating—making careful inquiry about.

justices of the peace—judges of local courts that are authorized to decide only simple cases.

lawlessness—total disregard and disrespect for the law.

mortgages—legal papers providing for the future transfer of property in case some promise, usually to pay back money that is borrowed, is not kept.

overseers—persons in charge.

petty—small or unimportant.

police power—authority given to a law-enforcing agency to do those things necessary to protect the health, safety, peace, and general welfare of a community.

"*posse*"—a group of persons in a county whom the sheriff has called together to help arrest criminals or preserve the public peace.

prosecuting attorney—a government law officer who argues in court for the conviction of persons accused of having broken the law.

road supervisors—officers who have charge of roads in a county or district.

sentenced—ordered by a court to undergo punishment.

superintendent of schools—chief officer having authority over the schools in a district.

taxable—property that should be taxed.

title papers—papers showing ownership of land and buildings.

trustees—persons who are trusted by others to represent them in business matters.

underpasses—passages underneath, as where a road is built under a railroad bridge.

valuation—the value or worth.

wills—legal papers in which persons declare what they wish done with their property after their death.

* * *

CHAPTER 17

The Objectives of Our State Governments

The State and its services enter into the everyday life of the citizen and his family in a thousand and one ways.

★

In the last chapter we studied the objectives of our local governments. You learned how they organize and operate to do their work. Now you are ready to study the objectives of our 50 State governments. Each one of them has come to serve many valuable purposes in the lives of the people who delegate to it its authority.

★

THE STATE AND ITS CITIZENS

If you look back to chapter 7 you will be reminded how the early Americans organized State governments and then, forming a Union for common safety and for better cooperation, adopted a Federal Constitution and organized the Federal Government. Town and township and city governments had been organized earliest of all, because they were all that were needed at first in a wild, new country. But let us not forget that, in the days of the Constitutional Convention at Philadelphia, the people had far more loyalty to their own States than they ever expected or wanted to have to any central government. The States were first in importance—or at least, so the people thought—and were the government units that most closely touched the lives of the people. All laws as to how the people should live and behave and get along together—all laws about personal conduct and the home, and about people's work problems and their property rights—were State laws. Even the Federal Constitution delegated to the Government only a limited list of powers and reserved all the rest for the States and the people.

So we have today a dual (or double) system of government, with the States (like the cities, as we explained in the last chapter) providing more and more services for the people, as the problems of people's own lives grow more and more complex. You will see in later chapters, however, that the Federal Government, although acting only in matters too broad for single States to handle, still has many important services to perform for the Nation and its people.

EACH STATE HAS A CONSTITUTION TO GUIDE IT

You will remember that the first 13 of these constitutions are older than the Federal Constitution, and that the Fathers of the Constitution were very careful not to take away from the States the many rights that their own constitutions claimed for them. The States are simply required to have a republican form of government and not to adopt laws that contradict or violate the Constitution, laws, and treaties of the United States. When new States are admitted to statehood, as we explained in chapter 9, they have to show their proposed constitutions to the Congress and get its approval. But in general the objectives and services of the State governments are closely related to the life, comfort, and welfare of each individual citizen.

WHAT DO WE FIND IN THE STATE CONSTITUTIONS?

In most State constitutions we will find the following:

1. A statement of the objectives of the State government (usually found in a preamble).
2. A statement of the rights of the people living in the State (often called a bill of rights).
3. A general plan to show how the State government must be organized.

4. A statement about crimes and their punishment in the State.

5. Rules for the cities, counties, townships, and villages in the State.

6. General conditions under which public utilities, business corporations, State banks, *charitable* institutions and other groups may operate in the State.

7. A section outlining the ways in which the State constitution may be amended.

Each of the State constitutions provides that the final authority in the State belongs to the people. Each of them tells the objectives of the people in setting up their government. Each outlines an organization for the State government. Each provides for contacts between State government groups and many other groups organized under the authority of the State. And each State constitution announces certain principles and standards that the people of the State have adopted as the foundation of their government.

GENERAL OBJECTIVES OF OUR STATE GOVERNMENTS

State governments have many objectives. The most general objective of each State government is to provide for peace and order in the State, and to cooperate with other units of government for this and other purposes. The State must protect its citizens in the rights that belong to them, but it must prevent anybody from using these rights in a way that will harm others unjustly. For example, a person has a right to own property, but on that property he must not carry on any business that does harm to other people or is forbidden by the State.

SERVICES PERFORMED BY OUR STATE GOVERNMENTS

In order to carry out this general objective, our State governments provide many services for the people. What are some of them? Among other things the State helps to—

1. Guard the health of its people.
2. Provide for the education of its people.

3. Protect the lives and property of its people.
4. Improve transportation within its borders.
5. Care for those in need of public aid.
6. Protect the forests of the State, its mineral deposits, and the soil of its farms.
7. Regulate many kinds of business in the State.
8. Improve the living and working conditions of its people in many other ways.

A STATE MAY HELP IN GUARDING THE HEALTH OF ITS PEOPLE

In all of the 50 States we find some group of government officials helping to protect the health of the people. What do they do? Under the authority of the State constitution and State laws, they arrange for the examination of doctors, nurses, druggists, and others who help to fight disease and ill health; then, if they are satisfied, they issue licenses that authorize these applicants to do their work. The State laws usually provide that persons who make and sell medicines, persons who make a business of nursing the sick, and persons who practice any form of curing disease or ill health by medicine or surgery, must have official permission to practice their calling in the State.

The States also maintain hospitals for the sick and insane.

State officials carefully examine many kinds of food and drugs to find out whether they are safe for the people to use. Most States forbid the sale of harmful drugs and impure or spoiled food. In many other ways they try to prevent diseases among their people. They require regular health examinations for school children. States also have laws which require that dairy cattle must be inspected and, when found to have *tuberculosis* or other dangerous diseases, must be destroyed.

A STATE MAY PROVIDE FOR THE EDUCATION OF ITS PEOPLE

The State governments do a great many things to help their people get a good education. They provide State schools paid for out of tax money. The system of public schools supported by tax money is an important part of the foundation of our way of living. The States may make laws to compel children to attend school.

State officials often have the duty of deciding what courses of study shall be given in the various grades of the public schools, and are even required in many cases to decide what textbooks shall be used. They sometimes have the power to *allot* State funds to poor communities that cannot themselves raise enough money to have good schools. They build and operate schools and colleges in which teachers are trained. Most States maintain a State university and other State colleges. Sometimes the States provide special schools or classes where housewives can learn home management, where workmen can learn trades and crafts, and where farmers can learn *scientific* farming. They also often have *experiment stations* where experts make many kinds of tests to find better ways of educating and protecting the people. You will want to study the educational system of your State and learn about the different kinds of schools that it provides.

IT IS THE DUTY OF A STATE TO PROTECT THE LIVES AND PROPERTY OF ITS CITIZENS

As you have learned, police officers, sheriffs, and constables have the duty of keeping order, preventing crime, and arresting criminals. The State maintains groups of trained soldiers, known as the militia or National Guard, who may be called upon for help when the local officials need it. The governor of the State is the commander of the National Guard. He may send these soldiers to any part of the State when he thinks that local officials are not able to keep peace and order there. This State military organization offers to the people an additional protection against violence and helps to protect life and property. Some States have also established a State police force to maintain order on the highways and elsewhere and to offer immediate help in time of need.

A STATE MAY HELP TO IMPROVE WAYS OF TRAVEL

At the present time more and more people are driving automobiles. There are millions of automobiles licensed in the United States every year. We need many miles of good roads. Most of our States have worked long and hard at road building, and today this country has some of the finest roads in the world.

In providing good roads local governments always need help. Many of our roads must extend long distances, sometimes the whole length of the State and farther. So the States build and repair "State roads" and usually help to pay the cost of building and repairing county and township roads. The State governments cooperate with the Federal Government in planning, building, and paying for national highways that cross their own States.

The States also issue licenses to owners of motor cars and trucks, and drivers' licenses or permits to qualified drivers. Sometimes they allow a *"toll"* to be charged for the use of public roads or bridges until the cost of building such roads or bridges has been paid back by the people who use them.

Most States require that railway crossings that are used by many people shall be guarded by gates or signal lights. They also set State speed limits for automobiles and sometimes for railroad trains.

A STATE MAY MAKE PROVISION FOR PEOPLE WHO ARE IN DISTRESS

State governments usually help to care for citizens who are unable to care for themselves. They often maintain homes for orphans and crippled children, homes for the aged, and special schools for the deaf and blind. Especially during times of unemployment, the work of the States in caring for their needy citizens is very necessary and important.

WE EXPECT THE STATE TO HELP TO PROTECT ITS NATURAL RICHES

For many years the people of this country have wasted their forests, the soil in which food can be grown, and the minerals under the ground. Today State governments and the Federal Government are trying to stop such waste. Among other things they are cooperating to—

1. Set aside or buy *timberlands* for State or National forests and regulate the cutting of trees on them.
2. Plant trees to take the place of those cut down, blown down, or burned.
3. Prevent the washing away (*erosion*) of the soil.
4. Set aside and manage State and National parks.
5. Protect wild birds and animals.
6. Keep the soil fertile by teaching farmers how and when to plant crops and how to use *fertilizers.*
7. Provide for the wise use of water power in rivers and streams.
8. Regulate the development and removal of underground deposits of oil, coal, and other minerals.
9. Carry water from rivers and lakes to *irrigate* (put water on) lands that have before been too dry to grow crops.
10. Educate the people of the country so that they understand how large an interest they have in these natural riches and how they can share in protecting them.

WE EXPECT THE STATE TO PROTECT AND REGULATE VARIOUS BUSINESSES

Usually when persons wish to form a private company to do business they must get a charter (permit) from the State in which they wish to have their principal office. From time to time these companies may be asked to make reports to the State showing the condition of their businesses. A State charter gives the company that holds it the authority to have its head office in that State and to do its work there and elsewhere.

State constitutions usually give State governments the right to supervise and inspect conditions in mines, factories, and other places where citizens work. The States may supervise and make certain rules for the *transportation lines* within their borders; for telegraph, telephone, gas, water, and electric companies serving their people; for banks and *insurance companies* to which citizens may entrust their money. The purpose of these laws and rules is to protect both the persons who are customers of these companies and the persons whose money is *invested* in them.

WE EXPECT THE STATE TO REGULATE CERTAIN LIVING AND WORKING CONDITIONS OF ITS CITIZENS

The States pass many laws for the welfare of their citizens under the authority usually known as their "police powers." This means the power delegated to a State by its people to protect their lives, health, and *morals* and to provide for their safety, comfort, and convenience. The States use their police power when they pass laws forbidding all sorts of gambling and lotteries and when they prohibit or regulate the sale of liquor. Under the police power the States have sometimes passed laws regulating the hours of labor of women and children and protecting workers from dangerous conditions. Such laws include factory rules that require proper air supply, lighting, toilet arrangements, fire protection, and the guarding of dangerous machines. In case workers are injured at their work, many States have made legal provisions by which those workers receive pay for the injury. States often set up special agencies to help employers and employees settle their differences by peaceful methods.

THINGS TO DO

Questions to discuss in your study group:

1. Find out about and discuss some of the State institutions in your State. How many of the following are there in your State that are kept up by the State?

    1. Colleges and universities.
    2. Prisons.
    3. Schools for the deaf.
    4. Schools for the blind.

5. Schools for training teachers.
6. Hospitals.
7. Homes for the aged.
8. Homes for orphans.
9. Institutions for the insane.

What purpose is served by each of these institutions? If it is possible, arrange for field trips to several of them. Study the objectives of each institution visited and discuss your findings in your class group.

2. Discuss any improvements that your State has helped to make in the transportation system of some nearby community. How have these proved useful to the citizens of the State?

3. While every citizen has the right to own property, in what cases may his right to use it as he pleases be limited? Do you think this is important for the citizens of the State? Why or why not?

4. Why is it important to every citizen in the State that surgeons, dentists, and druggists be required to take out State licenses?

5. In what ways do the licenses that the State issues to owners of motor cars act as a protection to you and your friends?

6. Is there any program in your community that is a part of the State's program to protect the natural riches of the Nation? How are these programs valuable to the individual families in the community or State?

Some more words that the student should understand:

allot—give a share of something to.
charitable—doing good to those in distress.
erosion—the wearing away or washing away of soil and rocks.
experiment stations—places where new ways of doing things are officially tested.
fertilizers—material that makes the soil more fertile and feeds the plant life in it.
insurance companies—businesses that contract to pay money in case certain events occur, as fires, accidents, deaths, etc.
invested—used money to buy some other kind of wealth.

irrigate—supply farm lands with enough water to make plants grow.
morals—personal conduct as to right and wrong.
scientific—based on knowledge and system.
timberlands—lands on which trees are growing thickly.
"*toll*"—a fixed charge for some privilege, as of traveling on a road or bridge.
transportation lines—companies that operate vehicles or ships to carry persons or goods.
tuberculosis—a disease, usually of the lungs.

* * *

CHAPTER 18

How Our State Governments Are Organized

Each State has a constitution which provides for the general organization of the State government and which is the highest State law.

★

You have just read about the many services that our State governments provide for us. Many officials and their helpers are needed to perform these services, and they must have some kind of an organization through which to do their work. So each of our 50 States has its own plan of government. This chapter will tell us about the organization of our State governments and how the organization operates.

★

STATE CONSTITUTIONS PROVIDE THE GENERAL PLAN OF GOVERNMENT ORGANIZATION FOR THE STATES

Each of the groups of people who gathered to write a State constitution faced problems that were *peculiar* to its own State. Some had to consider how the State would set up governments for large cities; but all had to consider how the State would set up governments for towns, counties, and other local units.

Our 50 States are very different from one another. They vary greatly in population and in area. On the one hand we find Rhode Island with an area of little more than 1,200 square miles, and on the other hand, we find Alaska with an area of over 586,000 square miles. In population we find Alaska with only about 295,000 inhabitants and the State of California with almost 20,000,000. Some of our States contain mostly farm lands; others, contain great industrial sections. Yet in our United

States Senate all States have equal representation. And in their authority to attend to their own local affairs and to do business with one another they stand as equals.

In spite of the differences among the 50 States, they all have governments that are somewhat alike in organization.

IN SOME WAYS THE GOVERNMENT ORGANIZATIONS OF THE CITIES, THE STATES, AND THE NATION ARE ALIKE

There are three general branches of the governments of our cities, States, and Nation. These are the legislative branch (to make the laws), the executive branch (to enforce the laws), and the judicial branch (to explain and apply the laws). Study Figure 40 and you will see how this division of authority runs through the government organization of the Nation, the States, and the cities.

THE LAWMAKING BRANCH OF THE STATE GOVERNMENT—THE LEGISLATURE

The lawmaking branch of the State government is made up of two separate groups in every State except Nebraska. Each group can change or defeat a proposed law that the other group has passed.

The State lawmaking body is generally called the State legislature or assembly. It is divided into two groups or houses, one usually called the senate and the other the house of representatives. Members of the senate are usually called senators, while members of the house are known as representatives or assemblymen. In most cases the house of representatives is much larger than the senate.

Although the county is usually the *basis* of representation in both senate and house, senators in some States are elected from districts formed by grouping a number of counties together or by dividing a large and *populous* county into two or more districts. In most States the senators serve 4 years and representatives 2 years, although in a few States both serve 2 years, and in still others, 4 years.

HOW THE ORGANIZATION OF GOVERNMENT IN CITIES, STATES, AND THE NATION IS MUCH ALIKE

	Each has a Legislative Branch to make laws	Each has an Executive Branch to enforce the laws	Each has a Judicial Branch to explain and apply the laws
The Federal Government:	The Congress.—Senate and House of Representatives.	President, Vice President, 11 Executive Departments, and other executive agencies.	The Federal courts.
The State Government:	The State Legislature.—(Two houses in all States but Nebraska.)	The governor and heads of executive departments.	The State courts.
The City Government:	The City Council or Commissioners.	The mayor or manager or board of commissioners.	The city courts.

Figure 40

How the Organization of Government in Cities, States, and the Nation Is Much Alike

In most States the two houses meet in the State capital for a legislative session every 2 years. In a few States they meet every year. They may, however, be called into special session by the governor of the State whenever he considers it necessary.

How Are the State Lawmakers Chosen?

The State is divided into districts and the people of each district have the right to elect one State senator and one or more representatives. It is nearly always required that candidates for these offices shall live for at least 1 year in their districts before they can qualify for election. The State government often has great difficulty in dividing the State into districts so fairly that both city and country people get equal representation in the State legislature.

How Does the State Legislature Operate to Make State Laws?

In the 49 States that have legislatures divided into two houses, laws are made in the same general way.

Any member of either house of the legislature may bring forward a proposal (called a bill) that he wishes to have *enacted* into a law. After the bill is introduced in either house it is turned over to a committee of that house for study.

Most of the business of the State legislature is carried on by committees. In considering important bills the committees usually hold public *hearings*. At these hearings they listen to persons favoring and opposing the bill, who may explain their reasons and urge the house to pass it or not to pass it. If the committee decides that the bill should become a law, it makes a report to the house and tells what good this legislation is expected to do and why it should pass. In the case of many bills, however, the committee to which they are sent does not approve or cannot agree, and so makes no report. Such bills fail to get any consideration from the full membership of the legislature, unless the legislators favoring them can persuade a majority of the house to vote to consider them without a committee report.

After a committee has made a favorable report on a bill, there is usually some debate on the "floor" of the house before the bill is voted upon. Members may want to tell how good or bad they think it is. When the vote is taken, a majority of those voting must show themselves favorable or the bill is defeated. The committee may make changes (called amendments), and even after the committee has recommended the bill individual members of the house may propose amendments to be voted on by their fellow members.

After a bill is voted on favorably by either house it is sent to the other house. Here it gets much the same treatment. It is referred to a committee for study and a report. If it is sent back with a favorable report, it is usually the subject of a debate in the second house before it comes to a vote. If the bill is changed by the second house, it is then sent to a committee made up of members of both houses, called a "conference committee." It may be rewritten or *adjusted* by the conference committee to include the changes that the committee believes will be satisfactory to both houses. If this is done successfully, the bill is then voted on favorably by both houses. It is then sent to the governor of the State. If he signs it the bill becomes a law.

In almost every state, the governor may disapprove (veto) a bill if he does not like it. If he vetoes it, or refuses to sign it, he can ordinarily prevent it from becoming a law. However, the legislators have a right to vote on the bill again to decide whether it shall become a law without the governor's approval. In some States a majority of the legislators in each house can pass a law in spite of the governor's veto. In other States a two-thirds vote of the members of each house is required.

What Laws Does the State Legislature Make?

From your study of the last chapter, which describes the services that a State provides for its people, you can judge what sort of laws the State legislature is likely to make. In general, State laws cover the special needs and purposes of the people of the State. They deal with such matters as marriage, divorce, education, public health, the protection of the lives and property of citizens, and the care of the poor and needy. They provide for police protection and for the punishment of crime. They tell when and how State elections shall be held and how State taxes shall be assessed and collected.

You have already learned that the State legislature does not have authority to pass any law that *conflicts* with the Federal Constitution, the laws of Congress, or our treaties with foreign countries.

THE LAW-ENFORCING BRANCH OF THE STATE GOVERNMENT—THE EXECUTIVE

The executive branch of the State government includes the governor and other important officers.

The Governor is the Chief Executive Officer of the State

He is elected by the people of the State. In some States his term of office is 2 years, in others 4 years.

The powers of the governor are outlined in the State constitution. He may help to make laws by advising the legislature about new laws that he thinks are needed. He may call the legislature to special meetings (sessions) to consider such laws. He appoints members of a large number of boards and commissions; in some States his principal appointments must be approved by the State senate. He is the head of the National Guard of his State and may use it to keep order when he thinks there is danger of riot and bloodshed. He may *pardon* persons who have been convicted of crimes by the State courts. He may also shorten the sentences of such criminals.

If a governor dies or is removed from office, the State law usually provides that his place shall be taken by the lieutenant governor. The lieutenant governor usually acts as the presiding officer of the Senate.

Other State Officers

The executive branch of the State government includes many important executive officers. There is a secretary of state who keeps the official records of the State. He publishes the State laws and sends out notices of elections. He usually makes the final report of the result of any State election.

The attorney general is the chief law officer of the State. He goes into the courts, or sends one or more of his assistants, to represent the State in any case in which the interests of the people of the State are *involved.* He also advises the governor and other State officials as to the meaning and *application* of many State laws.

The State treasurer takes care of the money that comes to the State from taxes, licenses, and fees. When he receives proper warrants (orders), he pays the bills of the State.

The State auditor or comptroller examines all the bills of the State. If he finds they are correct, he issues warrants to the treasurer to pay them. He must keep a careful record of all money paid into the treasury, of all money paid out, and of all money that the State legislature has voted to spend. This official also examines the records of the county, city, and village officers who collect money for the State. In many cases the auditor is elected by the people.

The executive branch includes many departments and commissions. In most States an official called a *labor commissioner* (or a group called a labor board) is made responsible for labor conditions in the State, as explained in the last chapter. Usually there is a banking commission in charge of examining the way in which State banks conduct their business. A board of health carries out the program already discussed for improving the health of the citizens. Usually a highway commission has charge of road building. Your own State may have other important boards and commissions. You will want to learn something of their work.

As a rule the most important of the State executive officials are elected by the people. In some States the governor is given a considerable amount of control over the work of the other State officials, but in others he has practically no control at all. It is, of course, a great deal better for the citizens when he has enough control over their work so that he can be held responsible for the *efficiency* of the entire executive department of the State government.

Some States use a system called "civil service" for choosing employees for State positions. Under this system persons wanting positions in the State government must take examinations to prove their qualifications to do the work well, and are not *eligible* for appointment unless they pass these examinations with a satisfactory rating. This way of choosing helpers for the officials whom the people have elected is intended to put much of the work of government offices into the hands of qualified workers not subject to political control and change. In some States, however, there are considerable numbers of positions for which a civil-service examination is not required.

THE LAW-EXPLAINING BRANCH OF THE STATE GOVERNMENT—THE JUDICIARY

Each State has a system of courts, which is called the State judiciary. The judges of these courts have the duty of explaining the State laws and of telling how the laws shall be applied in cases brought to the court by persons or organizations, or by the State in seeking to punish criminals. They try to settle disagreements in which persons, groups of persons, or even the State or local governments may be involved. They hear cases about personal rights and property. They help to decide the *guilt* or innocence of persons accused of breaking the State laws and determine the punishment of crimes.

The State supreme court may declare that a State law that does not agree with the State constitution or the Constitution of the United States is *void* and cannot be enforced. Such a law, as we have learned, is then called "unconstitutional."

The State Courts Have Authority To Decide Two General Classes of Cases

The State courts have authority to try two general classes of cases—civil and criminal. You have learned that every person has certain rights to his freedom, property, and life. If another person does not respect these rights but violates them, he can be sued in court by the persons whose rights are violated. It is the duty of the court to hear both sides of the case and to stop the injury and make the person at fault pay for whatever damage he has caused. In such a case between two persons, where the injury does not affect the general public, the court action is called a "civil suit." If the injury does harm to the public welfare and breaks a law that protects the people, the act is considered a crime and the State brings a "criminal action" against the person who has broken the law. Among the principal crimes are murder, burglary, robbery, *bribery, arson,* and perjury (false swearing).

Kinds of State Courts

The simplest form of State court is usually presided over by a justice of the peace. This court hears cases in which the amount of money or the offense involved is not great. In large cities, however, such work is usually done by the police courts or special *municipal* courts.

To hear cases involving more important questions, the States and counties have various other courts, usually called district courts, superior courts, circuit courts, or common pleas courts, which are, in most cases, authorized to decide both civil and criminal cases.

The highest court in the State is usually called the supreme court. The supreme court hears many cases that have already been argued and decided in a lower court, but in a way that the loser believes to be unfair; in fact, most of its work is in hearing such appeal cases. The supreme court is given power to *review* (consider over again) the decisions of the lower courts under certain conditions, in order to protect all parties from possible injustice. The right to such a review is known as the right of appeal.

In some States there is a larger number of special courts. For example, there may be a *probate* court to help to distribute the property left by persons who have died. There may be children's courts (sometimes called "juvenile courts") to try cases of children accused of having broken the law. There may be courts of domestic relations to settle the disagreements of husbands and wives. And there may be small claims courts to handle cases of small debts in a very inexpensive way.

The Judges

All trials are presided over by judges, who are usually elected by the people, although in some States they are appointed by the governor or the State legislature. In the higher courts the judges keep their positions for a long time, usually from 6 years to 15 or more. In lower courts the terms are shorter.

The Procedure in Our Courts Is Much Like That in England

Many of our court practices have come from the English courts. You already know, for instance, that generally persons who are accused of crime in the United States have the right to a trial by jury. And you know that an accused person cannot lawfully be punished twice for the same offense.

There Are Two Kinds of Juries

A grand jury is made up of a number of persons, called jurors, who decide whether a person accused of a crime shall be obliged to defend himself in court. It usually reaches its decisions by a majority vote of its members. If the grand jury finds there is enough evidence to bring the accused person to trial, it signs a formal charge in writing, called an indictment. Then a trial must be held to decide whether the person is guilty or innocent. For this purpose a trial jury (sometimes called a *petit jury*) is chosen. The trial jury usually consists of 12 citizens. Its members hear the evidence at the trial and decide whether the accused person is guilty or innocent. In most States the decision (*verdict*) of the petit jury must be agreed to by every member of the jury (by a *unanimous* vote). To help the jury reach its decision, it is the duty of the judge to explain the law to the jurors.

If the accused person cannot afford to pay for legal representation, the State provides at public expense a lawyer, whose duty it is to defend the accused person and see that he gets a fair trial. A prosecuting attorney presents the State's case to prove that the accused person is guilty as charged if the evidence so shows.

If the jury decides that the accused person is "not guilty," he is acquitted. If the jury decides the person is "guilty," he is convicted, and the judge must set the punishment for his offense. The accused person may "appeal" to a higher court if he thinks his trial was not fair or according to law.

THINGS TO DO

Complete each of the following:

1. The three branches of every State government are—

   (1) --------------------------------
   (2) --------------------------------
   (3) --------------------------------

2. Three important executive officials of the State are—

   (1) --------------------------------
   (2) --------------------------------
   (3) --------------------------------

WORK PROJECT

The Constitution of your State is the legal foundation for your State government. Ask the leader of your study group to help you get a copy of it from your Secretary of State. When you receive it learn—

a. When it was adopted.
b. Whether it has been amended.

Compare it with the Constitution of the United States for ways in which the two documents are alike and different. Make a large chart, something like the one below, and fill it out as completely as you can. Two sets of comments are given you on the chart below to indicate how to make your chart. After you have finished the work, discuss your comments with your study group and see what conclusions you can reach.

A STUDY OF OUR FEDERAL AND STATE CONSTITUTIONS

Constitution of the United States	*State Constitution*
SIMILARITIES:	
1. Preamble sets forth the objectives.	1. Same.
2. ------------------------------	2. ------------------------------
3. ------------------------------	3. ------------------------------
4. ------------------------------	4. ------------------------------
5. ------------------------------	5. ------------------------------
CONTRASTS:	
1. Rather short.	1. Rather long.
2. ------------------------------	2. ------------------------------
3. ------------------------------	3. ------------------------------
4. ------------------------------	4. ------------------------------

CONCLUSIONS:

1. --
2. --
3. --

Figure 41

Work Project: A Study of Our Federal and State Constitutions

3. Three kinds of courts found in most of our States are—

(1) --------------------------------
(2) --------------------------------
(3) --------------------------------

4. The two houses of the State legislature are usually called—

(1) --------------------------------
(2) --------------------------------

Choose the word or words that make the correct ending for each of the following sentences:

1. Each of our 50 States has a—
    (1) constitution.
    (2) Federal legislature.
    (3) one-house lawmaking body.

2. The general plan of each State government is outlined in—
    (1) the Federal Constitution.
    (2) the national laws.
    (3) the State constitution.

3. The legislative branch of the State government—
    (1) explains the laws.
    (2) makes the laws.
    (3) tries cases in the courts.

4. Bills may be introduced in the State legislature by—
    (1) the President of the United States.
    (2) the governor.
    (3) members of the State legislature.

5. The executive branch of the State government—
    (1) hears court cases.
    (2) enforces the laws of the State.
    (3) makes laws for the State.

THE LAWMAKING BRANCH OF YOUR OWN STATE GOVERNMENT

Discuss in your group the lawmaking branch of your own State government. Perhaps you will want to learn more about it from your State constitution. See how much of the following chart you can complete.

	Lower house	**Upper house**
Name		
Number of members in each		
How members are elected to each		
Length of term of members of each		
How often are sessions held		
Qualifications of the members of each		
Most important committees in each		

Figure 42

Work Project: The Lawmaking Branch of a State Government

Select the word or phrase that will make each of the following statements read correctly:

1. The State legislature usually consists of—
   $\frac{\text{one house.}}{\text{two houses.}}$
2. The system of courts in the State is called—
   $\frac{\text{the State judiciary.}}{\text{the State executive.}}$
3. The government in each of the 50 States has—
   $\frac{3}{6}$ branches
4. The State legislature $\frac{\text{does}}{\text{does not}}$ have authority to pass a law that conflicts with the Federal Constitution.

Some more words that the student should understand:

adjusted—arranged in a way that satisfies everybody.
application—the act of testing a general principle by putting it into practice.
arson—the malicious burning of property.
basis—foundation.
bribery—the act of giving or receiving something of value for the purpose of influencing official action in an improper way.
conflicts—is contrary to, or in opposition to.
efficiency—the way to get the best results with the least cost of time, money, or effort.
eligible—fit to be chosen.
enacted—made into law.
guilt—the fact of having broken a law.
hearings—public meetings that are held to discuss bills.
involved—included, as a necessary part.
labor commissioner—an executive officer having charge of matters concerning wage earners.
municipal—having to do with a city.
pardon—excuse or forgive, relieve from further punishment.
peculiar—special, especially belonging to.
petit jury—a group of persons, usually 12, chosen to hear and decide cases in court.
populous—having many people.

probate—having to do with proving that a will was properly made by a person who has died.
review—consider over again.
unanimous—all agreeing.
verdict—decision of a jury.
void—empty, having no effect.

* * *

THE EXECUTIVE BRANCH OF YOUR OWN STATE GOVERNMENT

Discuss in your group the executive branch of your own State government. If you wish, use your State constitution to help you in completing the following chart.

Official	Appointed or elected	Term of office	Duties
Governor			
Lieutenant governor			
Secretary of State			
State treasurer			
Attorney general			
Superintendent of schools			
Other officials			

Figure 43

Work Project: The Executive Branch of a State Government

CHAPTER 19

The Objectives of Our Federal Government

Each of our 50 States *yields* to the general interest of the entire Nation in recognizing the Federal Government as the one which holds the Nation together and promotes the welfare of all of the people.

★

In the last three chapters we have been reading about the objectives and services of our State, city, and local governments, and about their organization.

Now we come to a study of the Federal Government. This is the government that holds the whole Nation together as one great republic. It is organized to serve the general needs of all the people throughout the Nation. We call it the "Federal" Government to *distinguish* it from State and local governments.

In the early chapters of this book you learned how 13 colonies along the North American shore of the Atlantic Ocean were governed by the King and the Parliament of Great Britain and how they declared their independence. You learned how the new States, after living through nearly 13 years of war and stormy peace under a weak central government, held a convention at Philadelphia and finally agreed upon a Federal Constitution and a union of all the States. Naturally the first thing the Fathers of the Constitution wrote on paper was a statement of their objectives—how they expected the people to profit from a new central government.

HOW THE CONSTITUTION EXPLAINS THE OBJECTIVES OF THE FEDERAL GOVERNMENT

In chapter 8 you learned very briefly about the Preamble of the Constitution. It contains only 52 words and is so short that, in the hand-written document which was signed at Philadelphia on September 17, 1787, and which may be seen in the Library of Congress at Washington, it fills only three lines of writing. Yet in it is the combined wisdom and experience of the 39 signers, led by such far-seeing statesmen as George Washington, Benjamin Franklin, James Madison, and Alexander Hamilton, who were able to set down with unmistakable clearness the great objectives of our Federal Union. These objectives every citizen of this country should understand and remember.

Look again at Figure 15, which quotes the Preamble of the Constitution in full. You will see that the Fathers of the Constitution had the courage and self-confidence to speak for the whole people. It begins: "We the People of the United States." Then it states six purposes or objectives that the people had in mind in establishing the Constitution. These objectives have been the guiding principles of the Government of the United States ever since.

(I) WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO FORM A MORE PERFECT UNION

The matter of a "more perfect Union" was one of the hardest problems facing the 13 new States in 1787. We explained in chapter 7 how many difficulties blocked the path of the Fathers of the Constitution. It was quite clear, of course, that almost any union would be more "perfect" than that which had existed under the Articles of Confederation. The union of the independent States, which was put into effect in 1789, however, has lasted over 180 years, has grown to include 50 States, and is today strong and effective in providing many valuable services for all of our people.

The writers of the Constitution proposed a plan of government that left with the States the powers needed to meet their local needs and to do those things that their people especially needed and wanted in their everyday life—provided that such powers did not interfere in a few *specified* ways with the needs and welfare of the whole people. This was THE UNION, about which the men of 1787 thought and argued so long and so patiently and which our people have valued so dearly ever since. The power of each State over its local affairs—matters such as business organization, work conditions, marriage and divorce, local taxation, and the ordinary "police powers" (which we have already explained)—is so fully recognized and accepted that often we find two States situated side by side that have widely differing laws on the same subjects.

In the days when slaves did most of the heavy labor in the southern part of this country, this question of "States' rights" led to a long and bloody war between the States; for the people of the Northern States claimed that the Federal Government should regulate slavery in new States, while those of the Southern States insisted that the ownership of slaves was a matter about which each State, old or new, had the authority to decide for itself. It was proved then that a majority of the people favored an undivided Union of all the States and were willing to fight a long war to save the Union from being broken up. At the end of the war, all of the States were held together in the Union under the Federal Constitution; and since the Constitution guaranteed to each State a republican form of government, the States continued, after this stormy time, to manage their own affairs as before, with the single exception that before the end of the war slavery had been abolished by an amendment to the Constitution of the United States.

A Union of 50 States, spread out over a great country like ours, with so many different problems and interests, can never be "perfect"; but the Union planned by the

Fathers of the Constitution has been of immense and lasting value to the people of the United States, and the objective of maintaining and improving the Federal Union is worthy of the loyalty and untiring efforts of all our government groups.

(II) WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO . . . ESTABLISH JUSTICE

We have learned that one of the most important guides followed by the Fathers of the Constitution was the Declaration of Independence. This great document of human liberty announced the principle that "all men are created equal" and that they have certain rights that should never be taken away from them, among which are "life, liberty, and the pursuit of happiness."

In the United States all persons are equal in the eyes of the law. Even though one person may be rich and another poor, or one person may be a famous public character and another a quiet worker who is known only to his neighbors, both are equal before the law. Both must obey the law and both have an equal right to its protection.

All persons who are found guilty of disobeying the law are held, according to the objectives of the Constitution, to be equally subject to punishment, whether they are rich or poor, famous or *obscure*. When a law is broken, the government must punish the lawbreaker, whoever he is. The same spirit of fairness is guaranteed to the people in settling their personal or business disagreements in the courts. In old times when people disagreed they often settled their disputes with swords or pistols or by assembling groups of friends or followers and fighting it out among themselves. Then the man who had the strongest arm or the sharpest eye or the most friends or followers could seemingly prove that he was right, whether he really was or not. Under our form of government we insist that people shall settle their disputes peaceably, and we maintain courts of justice for that purpose. "We the People of the United States" wish and plan that everybody shall receive equal justice from our laws and our courts.

(III) WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO . . . INSURE DOMESTIC TRANQUILLITY

"Tranquillity" means "peace," "domestic" means "at home," and "insure" means "make sure of." One reason for the adoption of the Federal Constitution was to make it possible for the States to be on more friendly terms with one another; another was to insure peace at home by making the Federal Government strong enough to protect the people from the violence of enemies. In the Fourth Article of the Constitution, the United States Government undertook to protect every State from invasion, and, if a State government asked it, to protect such State from outbreaks of violence at home. The State governments have generally proved powerful enough to maintain law and order within their own borders without help; so the Federal Government has not often been called on for protection against domestic violence. But the whole power of our strong Federal Government stands always ready "to insure domestic tranquillity."

(IV) WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO . . . PROVIDE FOR THE COMMON DEFENSE

In the early days of this Nation its citizens were threatened with many dangers from foreign nations. The British owned Canada, the French owned Louisiana, and the Spanish owned Florida, Texas, and Mexico. Our young and weak Nation was thus surrounded by the territory of European nations which at that time were none too friendly and which, soon after our Federal Government was first organized, began to fight among themselves in a long series of European wars. The constitutional objective of "the common defense" became very important but was very slow to be developed by the Federal Government because a great part of our national energy was turned to the settling of the newly opened territory west of the 13 original States and to the subduing of the Indian tribes in that territory.

In the years from 1812 to 1814 the United States was obliged to fight a second war with Great Britain, because the British adopted a practice of searching and seizing our merchant vessels, which were carrying goods to other European countries, and of taking seamen forcibly from our ships to fight on British war vessels against the French. In doing so they refused to recognize the citizenship of many of this country's newly naturalized citizens. This war went very badly for the United States at first, because our Government had failed to provide for the common defense. Fortunately for us, the British had many troubles in Europe and did not work hard to win the war, although they did succeed in capturing the city of Washington and in burning the *Capitol*. Our Navy grew steadily stronger as the war went on, and our Government slowly learned how to choose capable generals and how to organize and equip armies that could win battles. In the end a peace was made that did not settle any of the questions about which the war had been fought. But this country had learned a valuable lesson about "the common defense."

The duty of maintaining a proper defense for our country and our people is divided by the Federal Constitution between the Legislative and the Executive Branches of the Government. The Congress is given authority to declare war and to maintain and pay the expenses of an Army, a Navy, and an Air Force. The President is made Commander in Chief of our armed forces. It is not the policy of the United States to attack other nations, but by maintaining a powerful military establishment, this country stands ready to fulfill the constitutional objective of providing for the common defense.

(V) WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO . . . PROMOTE THE GENERAL WELFARE

"To promote the general welfare" means to work for the good of the whole people. It is one of the purposes of the Constitution.

At the end of the War for Independence the people of the United States found themselves in a position of great hardship. Many of their young men, whose strength was needed to help raise the crops, build the homes, and operate the shops and factories and shipyards of a growing nation, had been in General Washington's armies for 6 years or more. The business of most of the communities in the 13 States had come to a standstill. The Nation and all of the States were so deeply in debt that their paper money had come to have very little value. Everybody suffered from such conditions, and many people hoped that a stronger central government might somehow do great things to promote the general welfare.

In giving the Congress its authority to make laws for the good of the whole people, the Federal Constitution provides, in section 8 of its First Article, that—

> "The Congress shall have power to . . . lay and collect taxes, . . . to pay the debts and provide for the common defense and general welfare of the United States; . . ."

So we find the common defense and general welfare mentioned twice in the Constitution—once in the Preamble as an objective, and once in the First Article. They are evidently very important objectives of a democratic government "of the people, by the people, for the people."

Today our Federal Government provides many services for the general welfare of our people. You will find a great number of such services listed in chapters 23 and 24 of this book, which describe the activities of the executive departments and agencies in putting into effect the laws for the general welfare that are passed by the Congress.

(VI) WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO . . . SECURE THE BLESSINGS OF LIBERTY TO OURSELVES AND OUR POSTERITY

One of the purposes of the people in adopting the Federal Constitution was to make sure that the freedom that they had just won would not be allowed to slip away from them. The Fathers of the Constitution, in giving authority to the Federal Government, were careful to protect the rights and privileges of all persons by placing limits on the powers of both the Federal and State Governments, beyond which they were not permitted to go. In this way, the people of the United States, as long as they obey the law, may go freely from place to place; may enjoy their lives and property in safety; and may go to the courts for justice and protection in cases in which they feel their rights are being taken away from them, either by the Government or by other people.

So long as our Government lasts, it must serve the needs of the people who give it authority, for this is the only way to preserve and secure the "blessings of liberty." It is this objective that was in the minds of the writers of the Declaration of Independence when they declared that the people "are endowed by their Creator with certain unalienable rights, that among these are life, liberty and the pursuit of happiness. —— That to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed ——."

THINGS TO DO

Fill in the blanks with the proper words:

1. The government that holds the whole Nation together is called the ------------------ Government.

2. The Preamble to the Constitution begins with these words "----- ---- -------- -- --- --------- ---------"

3. There are --------------- (give number of) objectives set forth in the Preamble to the Constitution.

WORK PROJECT

We have been reading about the objectives of our several government units. Every government unit, whether it is the Nation or a small town, has many tasks to do. Make a large chart something like the pattern shown below. Try to complete it. Add other units or agencies if you wish and tell what purpose each serves.

OBJECTIVES OF GOVERNMENT AGENCIES AND UNITS

The unit or agency	One or more objectives of each
The Nation	
Your own State	
Your State lawmaking body	
Your State Governor	
Your State courts	
The State Highway commission	
Your city or town	
Your local police	
Your local fire department	
Other agencies	

Figure 44

Work Project: Objectives of Government Agencies and Units

Questions to answer in your study group:

1. Why did the Fathers of the Constitution want to make the Union of the States stronger?

2. Can your State make its own laws about things that concern it alone?

3. Could a poor man be punished more severely for committing a crime than a rich man who committed the same crime?

4. If there is an uprising within a State, may that State call on the Federal Government for help?

5. If a foreign country should try to invade one of the 50 States, would the Federal Government send help to the State? Why or why not?

6. How many things can you think of that our Government does to help our general welfare?

7. What did the Fathers of the Constitution mean by wanting to "secure the blessings of Liberty to Ourselves and Our Posterity"? Is that still a wish of our country today?

Some more words that the student should understand:

Capitol—the building in which the United States Congress meets in Washington, D.C.
distinguish—make a thing stand out from other things.
obscure—not well known.
specified—named or set apart particularly.
yields—gives way to.

☆ ☆ ☆ ☆

CHAPTER 20

How Our Federal Government Is Organized

THE LEGISLATIVE BRANCH (1)

> "All legislative powers herein granted shall be *vested* in a Congress of the United States, which shall consist of a Senate and House of Representatives."
>
> —*First Article of the Federal Constitution.*

★

In the last chapter you learned about the objectives of the Federal Government. In this chapter and the next four we shall consider how the Government is organized and how it operates in serving the people. We shall see that the organization of the Federal Government is very much like that of the States.

In this chapter let us study the Legislative Branch of the Federal Government; in doing so we shall be greatly helped by what we have already learned about the legislatures of the States.

★

THE CONGRESS OF THE UNITED STATES

The first sentence of the First Article of the Federal Constitution is printed at the beginning of this chapter. In the Constitution itself it follows directly after the Preamble. So the first authority that "We the People" delegated to our representatives was the authority to make laws, and that authority was given not to one group but to two, known as the Senate and the House of Representatives, working together as the Congress of the United States.

How the Two Houses of the Congress Are Organized

In chapter 7 you learned that in the Constitutional Convention the delegates from the smaller States asked to be

LEGISLATIVE BRANCH OF OUR FEDERAL GOVERNMENT

☆

THE CONGRESS MAKES THE LAWS

THROUGH

THE SENATE

(100 Senators)

Qualifications: At least 30 years old, 9 years a citizen of the United States, an inhabitant of the State where elected.

2 Senators from each State

THE HOUSE OF REPRESENTATIVES

(435 Representatives)

Qualifications: At least 25 years old, 7 years a citizen of the United States, an inhabitant of the State where elected.

THE NUMBER OF REPRESENTATIVES SENT BY EACH STATE IS—

Alabama	7
Alaska	1
Arizona	4
Arkansas	4
California	43
Colorado	5
Connecticut	6
Delaware	1
Florida	15
Georgia	10
Hawaii	2
Idaho	2
Illinois	24
Indiana	11
Iowa	6
Kansas	5
Kentucky	7
Louisiana	8
Maine	2
Maryland	8
Massachusetts	12
Michigan	19
Minnesota	8
Mississippi	5
Missouri	10
Montana	2
Nebraska	3
Nevada	1
New Hampshire	2
New Jersey	15
New Mexico	2
New York	39
North Carolina	11
North Dakota	1
Ohio	23
Oklahoma	6
Oregon	4
Pennsylvania	25
Rhode Island	2
South Carolina	6
South Dakota	2
Tennessee	8
Texas	24
Utah	2
Vermont	1
Virginia	10
Washington	7
West Virginia	4
Wisconsin	9
Wyoming	1

(Based on 1970 Census)

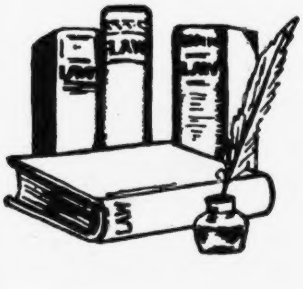


Figure 45

The Legislative Branch of Our Federal Government given equal representation with the larger States in both Houses of the Congress but finally compromised by agreeing that in the Senate each State should have two Senators while in the House of Representatives each State should be allotted Members on the basis of its population. If you turn to Figure 45 you will find a list showing how many Representatives are at present allotted to each of our 50 States.

Since the Seventeenth Amendment was adopted in 1913, United States Senators are elected by the voters of the States at a regular election. Representatives have always been elected in that way. Before 1913 Senators were elected by State legislatures, and the people had no direct part in their selection. This was because in the early days of the Constitution the Senators were supposed to represent the State governments in seeing that the small States got equal treatment with the large States.

The Reason for Having Two Houses of the Congress

Most of the 13 Colonies had had governors' councils appointed by the King, and these councils had been given the royal authority to review the actions of the assemblies made up of representatives of the people. Usually the members of these councils were either rich and prominent men of the Colonies or relatives of the governors or members of old English families. They were the representatives of wealth and property and were supposed to be strong for law and order. When the Colonies became States, their taxpayers were afraid to give the whole lawmaking authority to assembly members who were elected for only a short term and who did not have to be men of much property. So all the new State constitutions (except Pennsylvania and Georgia) set up Senates, whose members were elected for longer terms and had to be men of property.

When the Constitutional Convention made its plans for a lawmaking group, it found great usefulness in this State custom of having two houses of legislature. This made possible the Great Compromise of 1787, of which you read in chapter 7. The Fathers of the Constitution also reasoned that if two separate groups, one representing the State governments and one representing the people, must both approve of every proposed law before it became effective there would be little danger of passing laws hurriedly and carelessly. One house could always check (put the brakes on) the other. The interest of the small States, so well represented in the Senate, could balance the interest of the larger States which would have so many more Members in the House of Representatives. This was a part of the "system of checks and balances," of which you will read more later on.

The Qualifications of Members of the Congress

We have told you that when the new States adopted constitutions before 1787, most of them required at least their Senators to be property owners. The Federal Constitution left to the States the authority to send to the Congress such United States Senators as the State legislatures might select, provided they were 30 years old at the time of their election, had been citizens of the United States for at least 9 years, and actually lived in the State that they were chosen to represent. (In other words, no newly naturalized citizens could be chosen.) It authorized the voters of the States to elect as their Members in the House of Representatives only such of their inhabitants as were 25 years old when elected and had been citizens for 7 years. Other qualifications might be set by the States, but the Constitution makes each House of the Congress the judge of the qualifications of its own Members.

THE PRESENT NUMBER OF MEMBERS OF THE CONGRESS

You have learned that each State is represented in the upper House of the Congress by two Senators. The State of Rhode Island, with an area of only 1,214 square miles, has the same share in the Senate's lawmaking as the

State of Alaska, which covers 586,412 square miles; the State of Alaska, which had only 294,607 inhabitants by the last official count in 1970, has as many votes in the Senate as the State of California, where a population of almost 19,715,500 was counted for the 1970 census. The 50 States, therefore, have a right to be represented by 100 Senators.

In the House of Representatives, the number of Members is determined by the Congress. This number is then divided among the States according to their populations. A provision was included in the Constitution for the periodic enumeration of the people, so that the number of Representatives from each State could be changed as the population changed. In this way the share of each person in the Government is kept on as nearly equal a basis as possible, and the people of one State have no more voice in the affairs of government than do those of any other State.

Although the population of the United States has increased at a very rapid rate, the number of Representatives has increased much more slowly. There were 65 Representatives in the First Congress. The number from each State was determined by the Constitutional Convention. After the First Census in 1790 the number of Representatives was increased to 106 and redistributed among the States. There has been a reapportionment, or redistribution, of Representatives every 10 years since then, except after the census of 1920. If there were now allotted a Representative for the same number of persons as in 1790, there would be over 5,000 Representatives in the Congress.

According to our present laws, the President must report to the Congress the populations of the States as determined by the census, and the number of Representatives that should be assigned to each State on the basis of a total membership of 435. These assignments are computed by a process known as the method of equal proportions. The Clerk of the House of Representatives certifies to each State the number of Representatives to which it is entitled.

No matter what the size of the State is, the Constitution guarantees at least one Representative to every State.

After it has been determined how many Representatives are to be sent to the Congress by each State, the State legislatures then decide how these Representatives are to be chosen. As a rule, the State is divided into districts as nearly equal in population as possible. There is a separate district for each Representative, and no part of the State is omitted from some district. The people of each district then elect a Representative, who speaks for them in Congress. (See Figure 46.)

However, there is no law at present that forces the States to divide into districts. In some States, therefore, no change has been made for many years. In other States there are fewer districts than there are Representatives. In such States the additional Representatives are then chosen by all of the people of the State and are called "Representatives at Large."

The Term of Office of United States Senators Is 6 Years

Senators are chosen at the national election held in November of each even-numbered year, but only one-third of them are elected at any one election. In this way the Senate can never be made up entirely of new Senators, but will always have at least a two-thirds majority of experienced members.

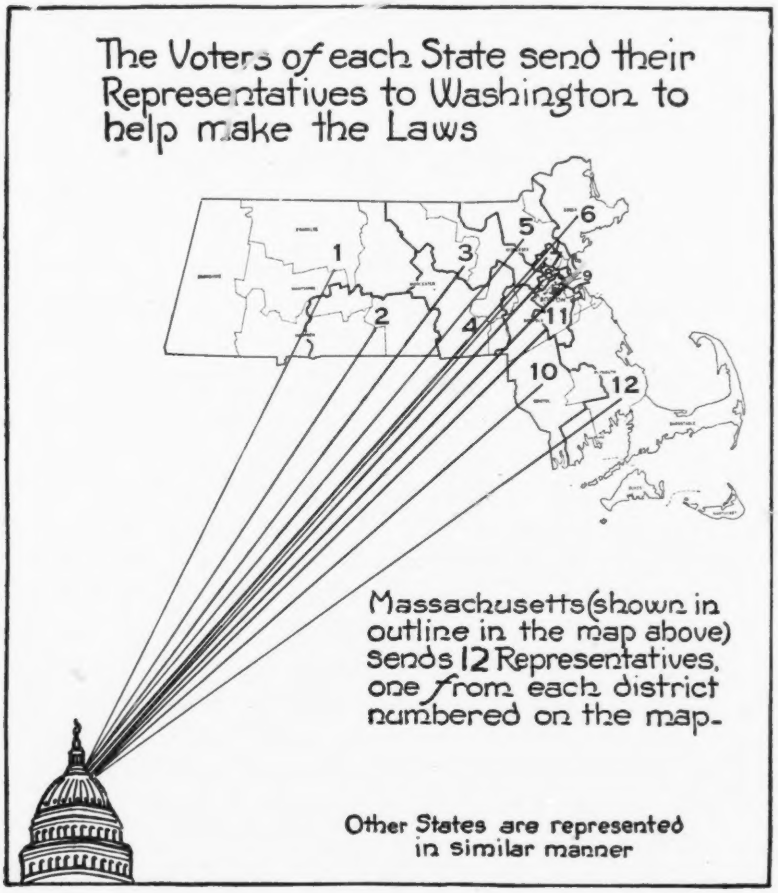

The Voters of each State send their Representatives to Washington to help make the Laws
1
2
3
4
5
6
9
10
11
12
Massachusetts (shown in outline in the map above) sends 12 Representatives, one from each district numbered on the map.
Other States are represented in similar manner

Figure 46

The Voters Send Representatives to Washington

The Term of Office of Representatives Is 2 Years

Representatives also are elected in November of even-numbered years. However, in the case of the House of Representatives, the term of every Member comes to an end on the same day and each has to seek reelection (if he wants it) at each national election. Many Members are well enough liked in their districts to be reelected over and over again, so that even in the House of Representatives there is never an entirely new membership at any one time.

When and Where Does the Congress Meet?

Since Members of the House of Representatives are chosen every 2 years, the life of a Congress is considered to be 2 years. The Twentieth Amendment of the Constitution provides that the Congress shall meet in regular session at noon on January 3 of each year unless it shall pass a law to fix a different date. It meets in the Capitol at Washington, D.C. (See Figure 47.) It remains in session until its Members vote to adjourn. The President may call a special session whenever he thinks it is necessary.

HOW THE TWO HOUSES COMPARE IN POWER

Both Houses Have Equal Power in Some Things

1. Each House has power to start the consideration of any proposed law (except laws for raising *revenue,* which are discussed later in this chapter).
2. Each House has power to vote for or against any proposed law that is sent to it for approval after being passed by the other House.

The Two Houses Do Not Have Equal Power in Other Things

Under the Constitution the Senate has the following powers that the House of Representatives does not have:

1. The Senate has the power, by refusing its consent, to block the President's choice of officials to fill many important offices.
2. The Senate must give its consent (by a favorable vote of two-thirds of the Senators present) to any treaty of the United States before such treaty can go into effect.
3. The Senate has "sole power to try all *impeachments.*" The House of Representatives, however, has the sole right to impeach (that is, to bring charges of mis-

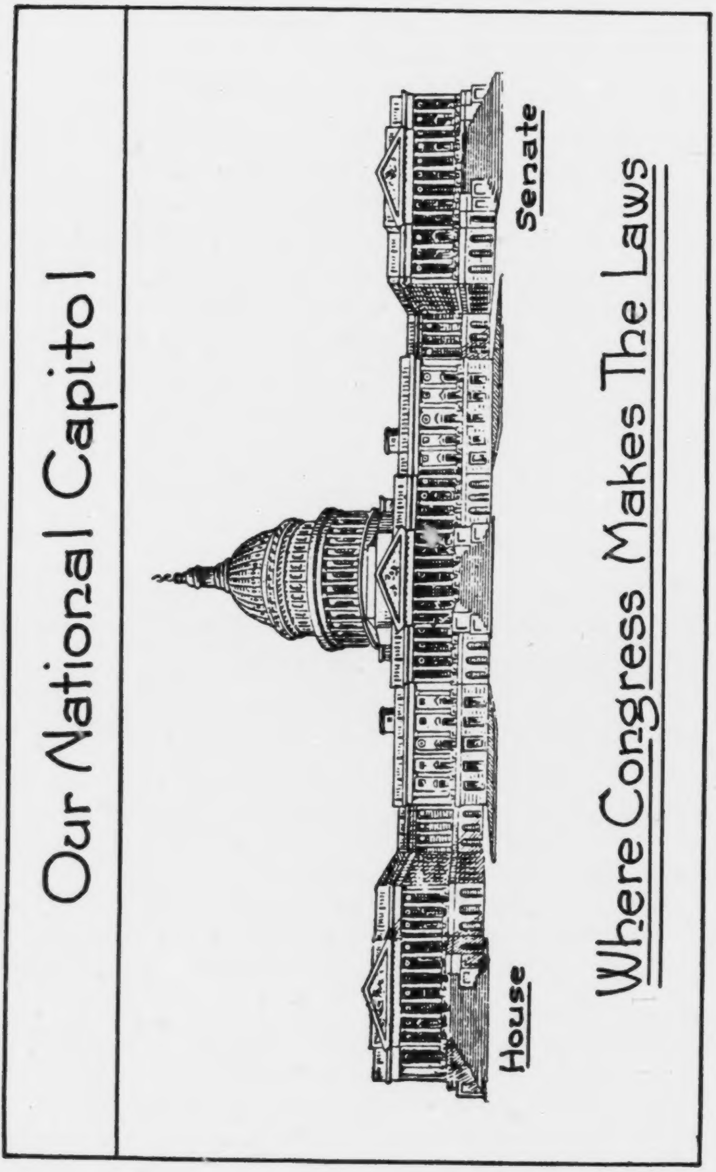

Our National Capitol
House
Senate
Where Congress Makes The Laws

Figure 47
Our National Capitol

conduct serious enough to justify dismissal against a civil officer of the United States—who shall then be tried before the Senate).

On the other hand, the House of Representatives is given by the Constitution a very important and special money-raising power; which is, that all laws about raising revenue must be passed by the House before the Senate can act on them. As a result, in reaching the first decision as to the way in which necessary money shall be raised for the Federal Government, the large States have more votes than the small States. In actual practice, of course, the Senate may vote any number of amendments to a revenue bill that the House has passed. Then a "conference committee," made up of Members appointed from both Houses, must work out some sort of a compromise satisfactory to both before the bill can become a law. However, the authority of the House of Representatives to *originate* revenue bills is a very important one and is one of the "checks and balances" of the Legislative Branch of our Federal Government.

SUMMARY

You have learned in this chapter how the Constitution of the United States set up a Legislative Branch called the Congress, and how it gave every State an equal representation in the United States Senate. You have learned how the House of Representatives has grown from a small group of 65 lawmakers to a very large group of 435. In writing the Constitution the Founding Fathers determined that the number of Representatives should not exceed one Representative for every 30,000 persons, but they said that each State should have at least one Representative. The country, however, has grown so fast that today each Representative represents many more than this number. Even so, the people of the United States still feel and know that the final authority belongs to them and that their Congressmen and Senators are their representatives and must answer to them for the welfare of the country.

MAKE-UP OF THE CONGRESS

	House of Representatives	Senate
Total membership.	435	100.
Number of members for each State.	According to population.	2.
Elected by	Voters of Congressional district. (For Congressman at Large, voters of entire State.)	Voters of entire State.
Term of office	2 years.	6 years.
Vacancy	Filled by special election or at next national election.	Special election or temporary appointment by Governor until special or regular election.
Salary	$42,500*	$42,500**
Session (regular)	Meets January 3 of each year.	Meets January 3 of each year.
Presiding officer	Speaker.	Vice President of the United States.
Powers that each house exercises exclusively.	(1) To originate revenue bills. (2) To impeach civil officers. (3) To elect a President if no candidate has a majority of the electoral votes.	(1) To consent or refuse to consent to treaties. (2) To try persons impeached. (3) To confirm or refuse to confirm appointments made by the President. (4) To elect a Vice President if no candidate has a majority of the electoral votes.

Figure 48

Make-Up of the Congress

---

* Speaker receives $62,500 and $10,000 for expenses.

** The Vice President (President of the Senate) receives $62,500 and $10,000 for expenses.

In our next chapter we shall learn what kind of laws the Congress is authorized to make, and how it goes about its lawmaking duties.

THINGS TO DO

Questions to discuss in your study group:

1. Why did the Fathers of the Constitution decide that a bill should pass both Houses before it could become a law?
2. Why is it important that we elect able and qualified persons to the Congress?

Furnish the missing information in the following outline:

My name is_______________________________________
The two United States Senators from my State are:
(*a*) _______________________________________
(*b*) _______________________________________
My State is entitled to ______ Representatives in the House of Representatives.
I live in Congressional District No.________________
The date on which we next elect our United States Senators and Representatives is________________

Select the word or phrase that will make each of the following statements read correctly:

1. The main task of the Legislative Branch of our Federal Government is
   to make the laws.
   to explain the laws.
2. The upper House of the Congress is called the
   House of Representatives.
   Senate.
3. Each State elects $\frac{8}{2}$ members of the United States Senate.
4. Senators and Representatives are chosen
   by the direct vote of the people.
   by the State courts.

5. The required age for United States Senators is
higher
lower
than that for Members of the House of Representatives.

6. The number of Representatives each State is entitled to send to the House of Representatives depends upon the
area
population
of the State.

7. The Senators are elected to serve terms of
8
6
years. Members of the House of Representatives are elected to serve terms of
2
3
years.

8. Revenue bills must be introduced in the
House of Representatives.
Senate.

9. Before bills become laws they must be passed by
both
only one of the
Houses of the Congress.

Complete each of the following:

1. Two qualifications required of United States Senators are:

1 ------------------------------------
2 ------------------------------------

2. Two qualifications required of Representatives in the Congress are:

1 ------------------------------------
2 ------------------------------------

Some more words that the student should understand:

impeachments—accusations of wrongdoing against government officials for their public acts.
originate—take the first action on.
revenue—the income of the Government.
vested—placed under the authority of.

* * *

CHAPTER 21

How Our Federal Government Is Organized

THE LEGISLATIVE BRANCH (2)

> "Each House may determine the rules of its proceedings."
>
> —*First Article of the Federal Constitution.*

★

In our last chapter we discussed the organization of both Houses of the Congress and pointed out that all the States have equal representation in the Senate, but that in the House of Representatives the number of Members allotted to each State depends on the size of its population. Although every State is guaranteed at least one Representative, no matter how small its population may be, in general the present allotment of membership of the House is about 1 Member to each 460,000 inhabitants of a State. You also learned that the two Houses of the Congress have almost the same authority in the making of laws, that either House can begin the consideration of a new law (except a law to raise revenue) and, on the other hand, may refuse to pass a law on which the other House has already voted favorably.

It will now be interesting to consider what kinds of laws the Congress has authority to make and how it operates to make such laws.

★

WHAT KINDS OF LAWS MAY THE CONGRESS MAKE?

You will recall that the people, through the Constitution of the United States, delegated certain powers to the Federal Government. In doing so, however, it definitely listed 19 subjects on which the Congress might make laws and left all other lawmaking power to the States. The subjects, as listed in the eighth section of the First Article of the Constitution, are very broad and important ones.

Among the powers delegated by the Constitution to the Congress are the following:

1. To lay and collect taxes.
2. To borrow money.
3. To make rules and regulations for commerce among the States and with foreign countries.
4. To coin money, to state its value, to fix the standard of weights and measures, and to provide for the punishment of *counterfeiting*.
5. To make a uniform rule of naturalization.
6. To establish uniform laws for the whole country on the subject of bankruptcy.
7. To establish post offices.
8. To issue patents and copyrights.
9. To set up a system of Federal courts having less power than the Supreme Court set up by the Constitution.
10. To punish *piracy*.
11. To declare war.
12. To raise and support armies.
13. To provide for a Navy.
14. To make rules and regulations for the Armed Forces.
15. To provide for calling out the militia to enforce the Federal laws, to *suppress* lawlessness, or to *repel* invasion.
16. To cooperate with the States in organizing and arming the militia.
17. To make laws for the District of Columbia.
18. To make laws needed to put into effect all the powers given by the Constitution to the Government of the United States or to any agency or officer of the United States.
19. To make laws, rules, and regulations about the territory and all property belonging to the United States.

Among the things that the Constitution does not allow the Congress to do are:

1. To *suspend* the *writ of habeas corpus,* except in time of *rebellion* or invasion.
2. To pass laws that condemn persons of crimes or unlawful acts without a trial.
3. To pass any law that will declare to be criminal any act already done that was not criminal when it was done.
4. To lay *direct taxes* on citizens of States, except on the basis of a census already taken.
5. To tax *exports* from any State.
6. To give especially favorable treatment in commerce or taxation to the seaports of any State or to the vessels using such seaports.
7. To authorize any titles of nobility.

WHO ARE THE PRESIDING OFFICERS AND LEADERS OF THE CONGRESS?

The Constitution provides that the Vice President shall be President of the Senate, but shall have no vote except in case of a tie. It also provides that the House of Representatives shall choose its own *Speaker* and other officers, and that the Senate shall choose a President *pro tempore* (to preside if the Vice President is absent) and other officers. The Speaker is always a member of the political party to which the largest group of Members of the House belong and has great influence both in selecting of Members for important committees and in conducting the business of the House. Under the Presidential Succession Act of 1947, should the President and Vice President both die or be unable to act, the Speaker of the House of Representatives becomes President if qualified.

The members of each political party represented in the Senate meet at the beginning of each new Congress and select a "floor leader" and appoint various Senators of their own party to help him; and the members of the political parties in the House do the same thing. These leaders are not selected in accordance with any law but according to the custom of each political group. But they do very important work in helping the passage of laws which their parties favor and the defeat of laws which their parties oppose. They have come to be important parts of the constitutional process of lawmaking.

HOW DOES THE CONGRESS MAKE THE LAWS?

It is easy for any of us to understand that 435 Members of the House of Representatives cannot possibly work well as a single group in deciding on the wording of some new law or in studying just what the effect of all its provisions will be. This is also true of the Senate with its 100 Members. For the careful work and study of preparing workable laws and determining that they do not cause confusion with the many thousand laws already in force, both Houses of the Congress have come to rely upon the work of smaller groups of their Members called committees.

Each House always arranges for a number of important committees. Among them are committees to consider such important subjects of lawmaking as Agriculture, *Appropriations,* Armed Services, Banking and *Currency,* Interstate and Foreign Commerce, Finance, Foreign Relations, Judiciary, Labor and Public Welfare, and Rules and Administration. The Senate has 17 standing (regular) committees and the House of Representatives has 21. Each committee has a chairman who is usually one of the older Members of the Congress in length of service.

COMMITTEES OF CONGRESS

What do these committees do? Every bill introduced in either House by one of its Members is referred to one of these committees for study. Where do these bills come from? Some of them are drawn up by the committees themselves, or by special committees of the Congress, to meet special needs of the people. Some are suggested by the President or other executive officers to meet new executive needs or to improve old ways of doing things. Others are suggested to Members of the Congress by citizens or organizations; and still others represent the personal views of Congressmen themselves. But whenever a bill is introduced in either House, it is read *by its title,* given a number, and then referred by the Clerk of that House to the appropriate committee. A bill to help the wheat growers, for example, would be referred to the Committee on Agriculture. If hearings are held by the committee, persons who favor or oppose the bill may appear and state their views. Sometimes the arguments for and against a bill at a committee hearing may last several weeks or months.

What may the committee do with the bill? The committee may (1) recommend it to the Congress just as it was introduced, (2) change it slightly, (3) rewrite it entirely, or (4) *ignore* it altogether. If the bill is ignored, the committee does not report it back to the House in which it was introduced, and usually it does not receive further consideration. However, it is possible for a majority of the Members of the House of Representatives, by signing a petition, to take the bill away from a committee and bring it before the House for action. In the Senate a committee can be *discharged* from consideration of a bill through a motion passed by a majority of the Senators present. This procedure is called "forcing a bill out of committee."

HOW BILLS ARE PASSED

What happens to a bill after it is reported back to the House in which it was introduced? After a committee reports a bill back to the House, the Members usually discuss it in open *debate* and then vote on it. In the House of Representatives, because of the large number of Members, the Rules Committee usually sets a time limit on the debate; but in the Senate the debate can usually go on as long as Senators have anything to say. If a bill is passed by one House, it is sent to the other House for action.

In the second House the bill goes through much the same procedure as in the first House. The second House may pass or defeat the bill. If the bill is passed by the second House with amendments, it must be returned to the House in which it was first introduced. If the first House refuses to agree to the changes, the bill may go to a "conference committee," on which each House is equally represented. If the conference committee can adjust the points of difference, the bill as agreed upon is presented to each House for its approval.

THE APPROVAL OF THE PRESIDENT

After a bill has been passed by both Houses it is sent to the President. The Constitution provides that "Every bill which shall have passed the House of Representatives and the Senate, shall, before it become a law, be presented to the President of the United States . . ." The President may approve the entire bill or disapprove it. If the President has not signed the bill within 10 days after it reaches him (not counting Sundays), it becomes a law without his signature. However, if the Congress adjourns in the meantime, the bill does not become a law unless the President signs it within the 10-day limit. This way of preventing a bill from becoming a law is known as the "pocket veto."

If the President vetoes a bill while the Congress is in session, it does not become a law unless each House passes it over the President's veto by a two-thirds majority vote.

If the President signs the bill it is then sent to the National Archives and Records Service to be given a number. Later the new law is published in the volumes of "Statutes at Large of the United States."

There are thousands of bills introduced at each session of the Congress. Only a small number of them become laws. We must depend on our lawmakers in the Congress to pass the kind of laws that the Nation needs. That is one reason why we should elect able and well-qualified men to represent us.

THE CONGRESS MAY MAKE INVESTIGATIONS

A very important practice of the Congress is that of making *investigations.* Either House may do this. Either House may use one of its regular committees or appoint a special committee to do this work. Sometimes the Houses appoint a "joint committee," consisting of Members from both Houses, to make an investigation.

What is the purpose of such investigations? It may be to study certain conditions that seem to call for new laws. It may be to find out how the members of the Executive or Judicial Branch are doing their work. It may be to create interest on the part of the people in needed reforms. Sometimes the Congress goes beyond its own Members and employs experts or asks private citizens to supply information. These investigations help to keep the Congress in touch with the real needs of the people so that it can make the laws needed by them.

THE CONGRESS MUST REPRESENT MANY INTERESTS

Every Member of the Congress is called upon to perform many services. He usually tries to follow the program of his political party, since he has been elected through a party organization. He is expected by those who elected him to work for the good of the people of his district and State, since they have selected him to represent them and have delegated to him his authority. And, since he is a member of the national lawmaking body, he is called upon to think of the welfare and needs of all the people of the entire Nation.

There are always special groups of people who represent some one single interest, and who eagerly present their needs and wishes to their Congressmen. But a national lawmaker must try to adjust group interests and make laws that will best serve the greatest possible number of people of the United States.

THINGS TO DO

Questions to discuss in your study group:

1. Why does the Congress do so much of its work through committees?
2. Do you think it is important for Members of the Congress to keep in touch with the needs of the people of the Nation? Why?

Complete each of the following:

1. Three subjects upon which the Congress may make laws are:
   (1) ------------------------------------
   (2) ------------------------------------
   (3) ------------------------------------
2. Two ways in which a committee may dispose of a bill that has been referred to it are:
   (1) ------------------------------------
   (2) ------------------------------------
3. The Senate and House of Representatives have standing committees on such important affairs as:
   (1) ------------------------------------
   (2) ------------------------------------
4. Two official actions that the President may take with regard to a bill, when he receives it, are:
   (1) ------------------------------------
   (2) ------------------------------------

Some more words that the student should understand:

Appropriations—acts authorizing the Treasury Department to pay out money for special uses.

by its title—by the short descriptive statement printed at the beginning of each bill.

counterfeiting—making imitation money for the purpose of passing it as good money.

currency—money in use, either coin or paper money.

debate—regulated presentation of arguments in public.

direct taxes—taxes that must be paid by the taxpayer direct.

discharged—freed.

exports—articles shipped out of a country.

ignore—pay no attention to.

investigations—systematic inquiries.

piracy—robbery on the high seas.

pro tempore—acting for a limited time during the absence of the regular officer.

rebellion—organized resistance of citizens against their government.

repel—drive or force back.

Speaker—the officer who presides over the House of Representatives.

suppress—put down by force.

suspend—interrupt, hinder the enforcing of.

writ of habeas corpus—court order requiring that a person named shall be brought into court so that the judge may decide whether he is being unlawfully deprived of his liberty.

CHAPTER 22

How Our Federal Government Is Organized

THE PRESIDENCY

"The executive power shall be vested in a President of the United States of America."

—*Second Article of the Federal Constitution.*

★

In the last two chapters we studied about the Legislative Branch of our Federal Government. We learned how it is organized and how it makes laws. But we can readily understand that no law can be of much value to a government group unless it is, and can be, put into effect and enforced. This is the duty of the Executive Branch of the Government. In this chapter we shall study how the Executive Branch is organized to do its work.

★

THE PRESIDENT OF THE UNITED STATES

At the beginning of this chapter, you can read the first sentence of the Second Article of the Federal Constitution. It provides that the executive power is vested in (placed in) a President. It does not give any executive power to a Vice President, or to members of a President's Cabinet, or to other officials. It gives the whole executive power to one official, the President of the United States.

Before the Constitution was adopted, some of the States had their executive power vested in councils of several officers, no one of whom had more power than the others. In the Constitutional Convention, Benjamin Franklin urged that this same arrangement be adopted. The delegates had before them an example in the Swiss Republic,

THE PRESIDENT

Term of office—4 years.

Salary—$200,000 a year.

Election—November of every fourth year.

Inauguration—January 20 following election.

Elected—By the people through the Electoral College.

Qualifications—Natural-born citizen at least 35 years old and at least 14 years a resident of the United States.

Succession to the office—

1. Vice President.
2. Speaker of the House of Representatives.
3. President *pro tempore* of the Senate.
4. Secretary of State.
5. Secretary of the Treasury.
6. Secretary of Defense.
7. Attorney General.
8. Secretary of the Interior.
9. Secretary of Agriculture.
10. Secretary of Commerce.
11. Secretary of Labor.
12. Secretary of Health, Education, and Welfare.
13. Secretary of Housing and *Urban* Development.
14. Secretary of Transportation.

Chief power and duty—To enforce the Constitution, the laws made by the Congress, and treaties.

Other powers—

1. To veto bills.
2. To recommend measures to the Congress.
3. To call special sessions of the Congress.
4. To deliver messages to the Congress.
5. To appoint Federal judges.
6. To appoint representatives to foreign countries.
7. To appoint Department heads and other important officials.
8. To pardon.
9. To carry on official business with foreign nations.
10. To be Commander in Chief of the Armed Forces.

Figure 49

The President of the United States

which for many years had been extremely well governed by an executive council. The delegates could easily remember the danger which the Colonies had hardly survived because of the too great power of the British King. Nevertheless, the delegates decided to give all the executive power to a single official, to be known as the President of the United States.

They also decided that a Vice President should be elected in the same way as the President, but should be given the sole duty of presiding over the Senate. In case of the removal of the President from office or of his death, resignation, or inability to use the powers or perform the duties of his office, the Vice President was given the right and duty of taking his place. The Constitution gave the Congress the right to decide what other officer should become President if both the President and Vice President should die or withdraw. From Figure 49 you can learn how the Congress has decided this important question.

The President is in fact the head of a very large executive organization, including 11 Departments, each with a ***Cabinet Member*** at its head, and also many independent agencies. Through them he enforces the provisions of the Federal Constitution and the laws made by the Congress, and conducts Government business in the interest of all the people. He is the leader of this great Nation.

The President lives in Washington in an official residence called the White House. There he has his executive offices as well as his home.

The Constitution provides that the President (1) must be a natural-born citizen of the United States, (2) must be at least 35 years old when he takes office and (3) must at that time have been a resident within the United States for at least 14 years. (See Figure 49.)

The President's term of office, as provided in the Constitution, is 4 years. The Twenty-second Amendment to the Constitution limits the number of times a person may be elected to the office of President.

How Is the President Nominated?

Candidates for the office of President are chosen at conventions held by the principal political parties. (Review chapter 12.) Each political party selects a city as the meeting place of its convention. It arranges to have its conventions meet in the early summer of the election year, and to have each of its State organizations send a group of delegates.

After the convention has elected its officers and committees and has adopted a platform of party principles, it is ready to nominate a candidate for President; and afterward one for Vice President. The chairman orders a roll call of the States. At this time the members of any State delegation, when the State's name is called, may nominate a candidate for President. After every State delegation has had an opportunity to offer the name of its candidate, all the delegates cast their votes for one of the nominees. The person thus chosen by the delegates becomes the party candidate for President to be voted on in the next November election.

How Is the President Elected?

Members of the Constitutional Convention at Philadelphia did not think it wise that the people should vote directly for a President. So they wrote into the Constitution an "indirect method" of electing the President.

At the November election the voters of each State select as many Presidential Electors as the combined number of Representatives and Senators which that State has in the Congress. These electors will have been nominated by the political parties for the sole purpose of voting for their party's candidates for President and Vice President. The electors from all 50 States become a group known as the "Electoral College"; but the whole group never meets, since the Twelfth Amendment of the Constitution directs that the electors shall meet in their own State to cast their votes. In this way the Electoral

College chooses the President and Vice President. Really, the electors in each State are bound to vote for the candidates who have received the greatest number of votes in their State.

THE PRESIDENT'S OATH OF OFFICE

On the 20th of January that follows his election in November, the President begins his official duties with a *ceremony* called the Inauguration. It is customary for him to go to the Capitol to take his oath of office, which is *administered* to him by the Chief Justice of the United States.

PRESIDENTIAL OATH OF OFFICE AS STATED IN THE CONSTITUTION

> "I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will to the best of my ability, preserve, protect, and defend the Constitution of the United States."

The President usually makes an *inaugural address,* which is broadcast widely and is heard or read by millions of people throughout our Nation and the world.

WHAT ARE THE GENERAL POWERS OF THE PRESIDENT?

The Constitution says that the executive power of our Federal Government shall be legally delegated to a President of the United States of America. All other executive officers are responsible to him and receive from him the right to perform executive duties as his delegates. The President and the Vice President are the only officers elected by the vote of the whole people.

The office of President of the United States is one of the most important and powerful in the world. In the first place, he must "take care that the laws be faithfully executed" and must manage the tremendously large organization that carries on our Federal Government. To do this he is given not only the authority to operate the Executive Branch of the Government, but also important powers in legislative and judicial matters. In Figure 49 you will find a list of many of the powers and duties of the President.

What Are His Powers in Legislative Matters?

The President has the power to prevent any bill passed by the Congress from becoming a law, unless it is passed again, after his veto, by a two-thirds majority vote in each House. He may exert an influence on the Congress through his right to call it together in special session to consider and take action on any national problem that he considers important. In his annual and special messages to the Congress he may recommend that it pass laws that he believes the people need. And often in his public addresses he may advise the Congress indirectly.

The President, as the only officer (except the Vice President) elected by the whole people, is held responsible by the Nation for a general program to promote the welfare of the country. As head of his political party he may properly urge the members of his party in the Congress to support such a program.

What Are His Powers in Judicial Matters?

When vacancies occur, the President appoints Federal judges, including members of the Supreme Court of the United States. His appointments must, however, be confirmed by the United States Senate.

The President may grant a full or a *conditional* pardon to any person who has been convicted of breaking a Federal law, except in a case of impeachment. He may shorten the prison term or reduce the fine which has been imposed as punishment for a crime.

What Are His Executive Powers?

The executive powers of the President are so numerous that it is not possible to mention all of them here.

The President enforces the Constitution, treaties with other countries, and the laws made by the Congress. In doing so, he has to issue many rules, regulations, and instructions. Some of these are called Executive orders and proclamations.

The Constitution provides that "the President shall be Commander in Chief of the Army and Navy of the United States, and of the militia of the several States, when called into the actual service of the United States." This provision gives the President great power in time of war or danger of war.

The President Has Authority To Deal With Foreign Countries

Foreign nations look upon our President and his Secretary of State as the representatives of the United States who are responsible for establishing and keeping up friendly relations with other countries. The Constitution gives him the power to make treaties, to appoint ambassadors, ministers, and consuls, and receive foreign ambassadors and other public ministers. Here are some of the ways in which he deals with foreign nations:

1. The President, with his Secretary of State, carries on all our official contacts with foreign governments.
2. The President, through the Department of State, arranges for the protection of our citizens when they travel abroad, and protects foreign persons traveling in this country.
3. The President appoints officials (ambassadors, ministers, and consuls) to represent the United States. These appointments must, however, be approved by the Senate.
4. The President receives the representatives sent to our country by foreign governments. Through this power it is possible for the President to recognize or refuse to recognize a new nation or a new government.
5. The President, with the help of his Secretary of State, makes treaties with other governments. But no treaty is binding on the United States until it has been approved by a two-thirds vote of the Senators present.

Executive Branch of Our Federal Government

The Executive Branch Enforces the Laws

1 – The President
    Qualifications:
        (1) Natural-born citizen of the United States.
        (2) At least thirty-five years of age when he takes office.
        (3) At least fourteen years a resident of the United States.

2 – The Vice President
    Qualifications:
        The same as required for the President.

3 – The Cabinet Members
    Qualifications:
        None expressed in the law.

    Duties:
        To advise the President and to manage their respective agencies properly.

Figure 50

The Executive Branch of Our Federal Government

6. The President may make "executive agreements" with foreign governments on matters that do not require the approval of the Senate.

7. The President may order our armed forces to any part of the world.

The President Makes Many Appointments

We have mentioned the President's right to appoint Supreme Court justices, Federal judges, ambassadors, and ministers. He also chooses the heads of the 11 Executive Departments which carry on the principal business of the Government and appoints many other persons to important Federal positions. (See Figure 50.)

However, thousands of workers in the Executive Departments are selected through the civil-service system. This method of appointment requires them to pass an examination showing their fitness for the positions that they are seeking.

THINGS TO DO

Answer "yes" or "no" to each of the following questions:

Yes No
☐ ☐ 1. Is it the President's principal duty to make laws?
☐ ☐ 2. Can the President be removed from office?
☐ ☐ 3. Are the candidates for the offices of President and Vice President nominated directly by the people?
☐ ☐ 4. Can a naturalized citizen become President of the United States?
☐ ☐ 5. Is the President's term of office fixed at 4 years by the Constitution?
☐ ☐ 6. Does the President have the authority to call special sessions of the Congress?
☐ ☐ 7. Does the President have to get the consent of the Senate to all his appointments?

Yes No

☐ ☐ 8. Must every bill passed by both houses of the Congress be sent to the President to sign or veto?

☐ ☐ 9. Can the President pardon a person who has broken a Federal law?

☐ ☐ 10. Is the President Commander in Chief of the militia in peacetime?

☐ ☐ 11. Does the President have to share with anybody else his authority to make treaties with other countries?

Some more words that the student should understand:

administered—offered with official guidance.

Cabinet Member—head of one of the 11 Executive Departments, and member of the President's advisory council.

ceremony—a formal program on a solemn or important public occasion.

conditional—not absolute, but granted on certain clearly understood terms.

inaugural address—the speech that is made by the President when he has taken the oath of office.

urban—relating to cities and towns.

* * *

CHAPTER 23

How Our Federal Government Is Organized

THE EXECUTIVE DEPARTMENTS (1)

"Public office is a public trust."

—*Charles Sumner.*

★

You have just learned how the President of the United States is elected and what qualifications are required for this high office. You have studied some of his powers and duties. You found that his chief duty is to use his executive authority in enforcing the laws of the Congress and in managing the Federal Government. Naturally, he must have help in so great a task. Among his assistants are the heads of the 11 Executive departments having cabinet rank, and other agencies. You will read about four of the Executive departments in this chapter.

★

THE 11 EXECUTIVE DEPARTMENTS

To help the President enforce and administer the Federal laws, the Congress has created 11 Executive departments. It has provided that the heads of these departments shall be chosen by the President and approved by the Senate. (See Figure 51.) These 11 department heads form a council called the "President's Cabinet."

George Washington appointed only four cabinet members at the beginning of his first term as President. As the services of the Government increased, new departments were authorized by the Congress, until there were 12 of them. However, in 1970 the President signed a law establishing the United States Postal Service as an independent agency and abolishing the Post Office Department. This change became effective in 1971. We now have 11 Executive departments. They are:

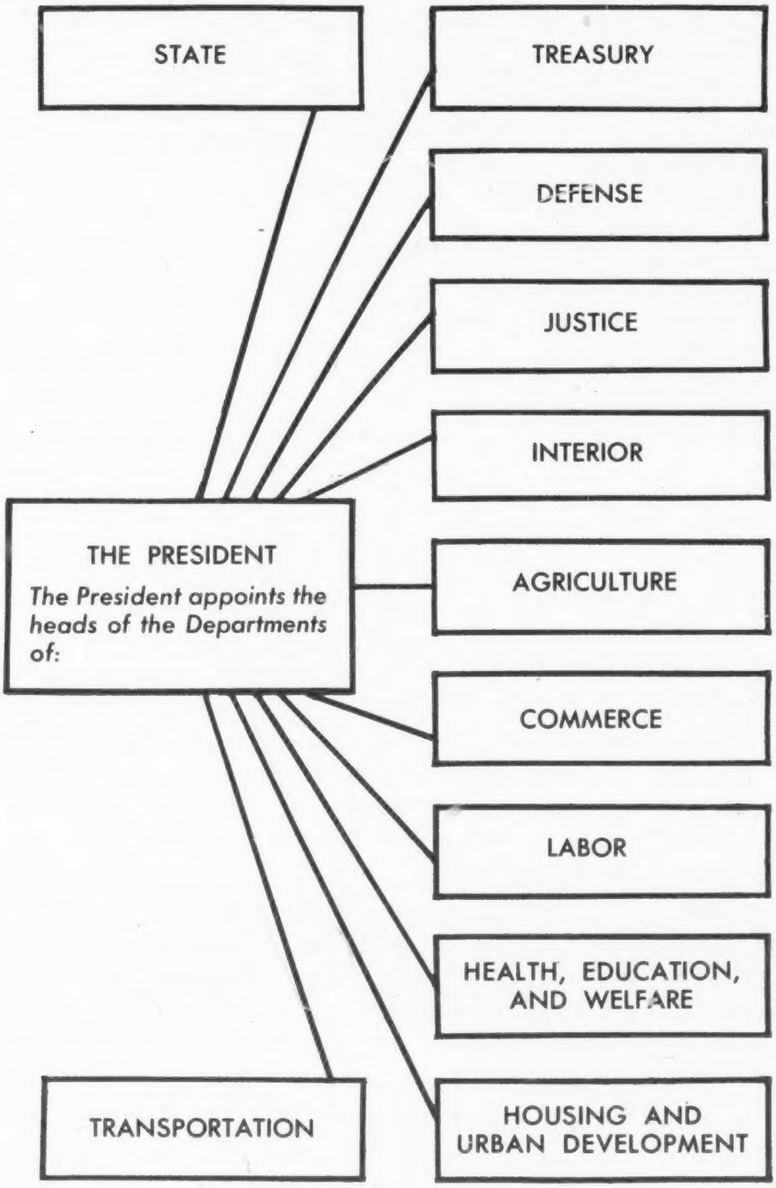

STATE
TREASURY
DEFENSE
JUSTICE
INTERIOR
THE PRESIDENT
The President appoints the heads of the Departments of:
AGRICULTURE
COMMERCE
LABOR
HEALTH, EDUCATION, AND WELFARE
TRANSPORTATION
HOUSING AND URBAN DEVELOPMENT

Figure 51

The President and the Executive Departments Having Cabinet Rank

THE EXECUTIVE DEPARTMENTS

Department	*Head of the Department*
1. State	The Secretary of State
2. Treasury	The Secretary of the Treasury
3. Defense	The Secretary of Defense
4. Justice	The Attorney General
5. Interior	The Secretary of the Interior
6. Agriculture	The Secretary of Agriculture
7. Commerce	The Secretary of Commerce
8. Labor	The Secretary of Labor
9. Health, Education, and Welfare	The Secretary of Health, Education, and Welfare
10. Housing and Urban Development	The Secretary of Housing and Urban Development
11. Transportation	The Secretary of Transportation

THE CABINET

Each Secretary is responsible to the President, and the President is responsible to the country for each of them and the work of their departments. The President may dismiss a Cabinet member at any time. A new President may choose to retain some of the experienced members of the previous Cabinet but usually surrounds himself with advisers of his own choosing. He holds meetings of his Cabinet as often as he wishes. These meetings are not open to the public.

The Constitution makes no exact provision for a President's Cabinet. It provides that the President "may require the opinion, in writing, of the principal officer in each of the Executive departments, upon any subject relating to the duties of their respective offices," but it does not name the departments or describe their duties. The Cabinet members are simply a council of advisers for the President and the heads of the Executive departments. This group or council has come to be generally accepted as part of our Government organization. The law fixes no special qualifications for Cabinet members.

Each Cabinet member has authority delegated to him by the President to manage his own department. As an officer of the Federal Government, his duties extend to all parts of the country and he must have many assistants and advisers. His department will be found divided into many bureaus, divisions, offices, or services, through which different parts of his work will be done. There are hundreds of these divisions in the 11 Executive departments.

Let us consider the organization and chief objectives of each of these departments.

THE DEPARTMENT OF STATE

The Secretary of State ranks as an executive officer next to the President and Vice President. In succeeding to the Presidency, however, he comes after the Speaker of the House of Representatives and the President *pro tempore* of the Senate. The Secretary of State is the President's adviser on matters relating to foreign policy.

The general objectives of the Department of State are (1) to maintain friendly relations between the United States and foreign countries, as far as it is possible to do so, (2) to build up our foreign trade and commerce, and (3) to protect citizens of the United States and their property abroad.

In carrying out these general objectives the Department of State performs the following tasks:

1. It supervises the Foreign Service of the United States, which includes our ambassadors, ministers, and consular officers, through whom the Department maintains the necessary contacts with foreign governments, and helps to protect our citizens and their interests abroad.

2. It aids in the making and enforcing of treaties and other agreements with foreign countries.

3. It issues *passports* to our citizens who wish to travel abroad.

4. It arranges for the *reception* by the President of foreign ambassadors and ministers.

5. It helps to decide whether a new foreign government should be recognized by the Government of the United States.

6. It gathers information about *economic*, political, and social conditions in foreign countries.

7. The consular officers of the United States in foreign countries examine the applications of citizens of foreign countries wishing to come to the United States as immigrants or nonimmigrants and, if the applicants are found to be admissible under our immigration laws, the consuls issue them the appropriate *visas* (documents permitting them to travel to the United States and apply for admission).

In addition to these tasks, the State Department publishes all treaties between the United States and foreign governments, and certain other official papers.

THE DEPARTMENT OF THE TREASURY

The general objectives of the Department of the Treasury are (1) to manage the *financial* affairs of the United States Government effectively, (2) to plan for the protection and increase of the Government's income, and (3) to protect the buying power of money of this country and the borrowing power of the Federal Government.

Among the many tasks performed by the Department of the Treasury in carrying out these general objectives are the following:

1. It supervises the collection of taxes for the Government.

2. It arranges to borrow money for the United States.

3. It supervises the payment of the bills and debts of the Government as directed by law.

4. It reports to both the Congress and the President on the financial condition of the Government.

5. It supervises the coining of money and the printing of paper money, bonds, and postage stamps.
6. It regulates the sale of alcohol in interstate and foreign commerce.
7. It operates the Secret Service.

THE DEPARTMENT OF DEFENSE

The principal objective of the Department of Defense is to protect and defend our national safety. It also has control over a number of nonmilitary activities. The Department of Defense is headed by the Secretary of Defense, who is a member of the President's Cabinet. The Department is made up of the Department of the Army, the Department of the Navy, and the Department of the Air Force, together with the Armed Forces Policy Council and the Joint Chiefs of Staff.

Each of the three Departments is headed by a Secretary who is responsible for matters relating to national security in his particular field. They recruit and train officers and enlisted personnel; provide necessary equipment and permanent installations; and in their respective fields supervise the building and maintenance of forts, camps, *naval bases* and yards, warships, airplanes and bases, and the care and improvement of rivers, harbors, and canals.

THE DEPARTMENT OF JUSTICE

The Attorney General is the head of the Department of Justice, and as such, the chief law officer of the Federal Government. He represents the United States in legal matters generally, and gives advice and opinions when requested by the President or by the heads of the other Executive agencies. He appears in the Supreme Court of the United States in cases of unusual importance. Frequently the services of the Department of Justice are used for the drawing up of new legislation, especially when such legislation is about new and difficult problems.

The Solicitor General assists the Attorney General and acts under his direction. He appears for the Government in the Supreme Court of the United States. All appeal work in which the Government has an interest is under his supervision. Any appeal to be made on behalf of the Government either to one of the courts of appeals or to the Supreme Court of the United States must be authorized by him.

The Federal Bureau of Investigation is a branch of this Department. It has charge of investigating crimes in violation of Federal laws and of finding and arresting the offenders.

Among the services rendered by the Department of Justice in carrying out these objectives are the following:

1. It conducts suits in behalf of the Government in the Supreme Court of the United States and in other Federal courts.
2. It supervises and has direction over United States attorneys and marshals throughout the United States.
3. It investigates and prosecutes violations of the Federal laws.
4. It supervises Federal prisons and other Federal *penal institutions.*
5. It investigates and reports to the President concerning petitions for *paroles, reprieves,* and pardons.
6. It assists in drawing up rules of procedure for the Federal courts.
7. It gives advisory opinions on legal questions when requested to do so by the President or heads of the Executive Departments.
8. It undertakes to protect the individual members of this Nation in the exercise of the civil rights guaranteed

to them by the Constitution and laws of the United States.

9. It enforces the immigration and nationality laws of the United States.

10. It regulates the sale of narcotics and dangerous drugs in interstate and foreign commerce.

SUMMARY

We have described in this chapter the services furnished the people of this country by four of the Executive departments and in the next chapter we shall describe the work of the remaining seven departments and of a number of "independent agencies" of the Federal Government.

It is almost impossible for any citizen to remember all the different kinds of services that his Government furnishes for him. From some of the departments he gets benefits about which he does not even know. Other services of the Federal Government are called to his attention every day. It is, therefore, a good thing for the student to read over these lists of the activities of the Executive departments with careful attention—even though he may not fully understand the exact nature of some of them. The descriptions will give him a good picture of the working of a government "of the people, by the people, for the people."

THINGS TO DO

Complete each of the following:

1. The group made up of the heads of the 11 Executive departments is known as the President's ______________.

2. Heads of the Executive departments are appointed by the ______________ and confirmed by the _____________.

3. If you wish to get a passport to travel in foreign countries, you must apply to the Department of________.

4. The Department that collects taxes and supervises the spending of public money is the Department of the ------------------.

5. The chief law officer of the Federal Government is the ------------------.

Try to think of some of the services that are being given to the people of your own community by the four Departments about which you have been studying. Perhaps you can name some of them below:

Two of the services performed by the Department of State are:

1 --
2 --

Two of the services performed by the Department of the Treasury are:

1 --
2 --

Two of the services performed by the Department of Defense are:

1 --
2 --

Two of the services performed by the Department of Justice are:

1 --
2 --

Some more words that the student should understand:

economic—related to the production, distribution, and use of wealth.

financial—related to money matters.

naval bases—fortified starting points from which war vessels may operate.

paroles—releases of prisoners on their word of honor to observe certain conditions.

passports—official documents issued by governments to their citizens when they wish to travel in foreign countries, requesting that the holders be permitted to travel safely.

penal institutions—buildings or other places in which persons are imprisoned as punishment for law-breaking.

reception—formal occasion on which a person or group officially greets or welcomes other persons.

reprieves—temporary delays in applying punishment.

visas—official permits for aliens to proceed to a country and apply for admission.

☆ ☆ ☆ ☆

CHAPTER 24

How Our Federal Government Is Organized

THE EXECUTIVE DEPARTMENTS (2)

"The President . . . may require the opinion, in writing, of the principal officer in each of the executive departments, upon any subject relating to the duties of their respective offices . . ."

—Section 2 of the Second Article of the Federal Constitution.

★

In the last chapter you studied the duties and services of four of the 11 Executive departments of the Federal Government and discovered many ways in which they "promote the general welfare" of the United States. In this chapter we shall study the remaining seven departments and some of the many other organizations that have been created by the laws of the Congress to serve the people.

★

THE DEPARTMENT OF THE INTERIOR

The principal objective of the Department of the Interior is to protect and develop the *natural resources* of the country for the benefit of all the people.

Among the many services rendered by this Department in carrying out this objective are the following:

1. It supervises the public lands of the United States, including *range lands* reserved for grazing.

2. It studies the natural resources and products of the United States and exercises some control over the production of oil, coal, natural gas, water power, minerals, and other products of the earth.

3. It supervises the study of irrigated (watered) lands and the water resources to be used on such lands, and directs the spending of money made available by the *reclamation* laws for construction and operation of irrigation projects.

4. It investigates the cause of accidents in mines and studies methods of preventing accidents and waste.

5. It supervises the health, welfare, and education of the American Indian citizens of the United States.

6. It administers the Federal laws that regulate hunting and fishing and protects the Nation's fish, wildlife, and wild fowl resources.

7. It supervises the national parks of the United States, protects their natural beauty, and makes them available as playgrounds for the American people.

8. It promotes the economic, political, and social development of *dependent areas* under its supervision.

THE DEPARTMENT OF AGRICULTURE

The principal objective of the Department of Agriculture is to help the farmer to raise good crops and sell them at a profit. In carrying out this general purpose, the Department puts into effect the acts passed by the Congress in an effort to adjust the *production* of crops to the demand for them, so that there will not be great *surpluses* that cannot be sold or great *shortages* that raise food prices too high for the consumer.

Among the many services rendered by the Department of Agriculture are the following:

1. It encourages soil-building practices and *crop rotation,* in order to hold and increase the *fertility* of the Nation's farms.

2. It cooperates to develop better *livestock,* to protect the Nation's supply of meat and dairy products.

3. It issues reports on the supply, movement, and prices of farm products, thus helping the farmer to sell his crops intelligently.

4. It fights animal and plant diseases and insect pests.

5. It provides a complete and coordinated credit system for agriculture and also credit *facilities* for farmers' cooperative marketing, purchasing, and business service organizations.

THE DEPARTMENT OF COMMERCE

The principal objectives of the Department of Commerce are to promote and develop the foreign and domestic commerce of the United States, as well as the mining, manufacturing, shipping, and fishing industries of the United States.

In carrying out these objectives this Department renders many services through the bureaus and agencies under its jurisdiction. Among them are the following:

1. The Bureau of International Commerce studies the production and distribution of goods and encourages, promotes, and develops commerce at home and abroad.

2. The Coast and Geodetic Survey conducts surveys and prepares charts of our seacoast and tidewater rivers and reports upon tides and currents to safeguard shipping.

3. The Bureau of the Census takes a population census of the country every 10 years. It is continuously engaged in gathering other *statistics* and taking censuses covering manufacturing and many other subjects.

4. The Patent Office grants special rights by issuance of patents for inventions and by registration of trade-marks, prints, and labels.

5. The Bureau of Standards establishes and maintains official weights and measures, so that all people may be treated alike by merchants and manufacturers and protected against fraud. This Bureau also makes many tests to determine standard qualities of articles.

6. Through the Weather Service, it issues weather forecasts and storm, cold-wave, frost, forest-fire, and flood warnings.

THE DEPARTMENT OF LABOR

The principal objectives of the Department of Labor are "to advance the public interest by promoting the welfare of the wage earners of the United States, improving their working conditions, and advancing their opportunities for profitable employment."

Among the services rendered by this Department in carrying out its general objects are the following:

1. It collects information on the subject of labor, the hours and wages of workers, and ways of promoting their welfare.
2. It reports upon matters relating to the welfare of women.
3. It helps to set up better working conditions in all parts of the country, with reasonable protection for the health and safety of the workers.
4. It sets standards of hours, wages, and working conditions under which many kinds of Government supplies are manufactured.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

This Department was created by law effective on April 11, 1953. The Federal Security Agency previously performed the functions of this Department.

The principal objective of the Department of Health, Education, and Welfare is to improve the administration of those Government agencies which are responsible for the promotion of the general welfare of the Nation in the fields of health, education, and economic security.

Among the services rendered by this Department are the following:

1. To protect and improve the health of the people through research and the application of new knowledge to prevent and control disease.

2. To collect statistical and other information on educational institutions and administrative procedures, and advise and consult with State and local school officials on educational matters.

3. To administer the various social security programs throughout the United States.

4. To enforce the pure food, drug, and cosmetic laws, promoting purity, standard potency, and truthfulness in labeling of such commodities.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

The principal objectives of the Department of Housing and Urban Development are to assist the President in achieving the best administration of the programs of the Federal Government as they relate to housing and urban development, including the furnishing of information to aid State, county, and other local governments in developing solutions to community development problems.

Among the services rendered by this Department in carrying out its objectives are the following:

1. It advises the President with respect to Federal programs and activities relating to housing and urban development, and coordinates these activities.

2. It develops and recommends to the President policies for promoting the orderly growth and development of the Nation's communities and metropolitan areas in which a large majority of its people live and work, and it provides technical assistance and information to aid State and local governments in solving these problems.

3. It encourages private homebuilding and mortgage lending industries to make maximum contributions to housing, urban development, and the national economy.

DEPARTMENT OF TRANSPORTATION

This is the Department most recently established in the Federal Government.

The principal objective of the Department of Transportation is to improve safety and efficiency in every means of transportation—automobiles, trains, planes, and ships.

Among the services rendered by this Department are the following:

1. It supports and promotes research and development in the field of transportation.

2. It provides general leadership in the identification and solution of transportation problems.

3. It encourages the cooperation of Federal, State, and local governments, *carriers,* labor, and other interested parties, in order to establish transportation policies which will serve the needs of the public, private industry, labor, and national defense.

THE INDEPENDENT AGENCIES

Besides the 11 Executive departments there are many other government groups and agencies that have been given part of the duty of placing into effect the Federal laws. These are usually called Independent Agencies or Offices because they are not a part of the 11 Executive departments and are not responsible to them. Some are organized as independent units because the work allotted to them by law is entirely different from the work of any of the Executive departments; some are more like courts (established to explain and apply some special law or to find out and report on some special set of facts); some do a special kind of work for all of the Executive departments.

To finish this chapter, we will name and give a short description of several independent agencies of our Federal Government. We do not suggest that any of our readers try to remember all of them, but by reading the names and descriptions you will once more be impressed with the great number of services that a modern government must provide for its people in our complex present-day life.

THE CIVIL SERVICE COMMISSION holds *competitive* examinations to guide the Government in choosing well-qualified workers for several hundred kinds of positions. More and more Government positions are being placed under "Civil Service"—which means that the workers must prove their fitness by examination before getting a job, and afterward are protected from removal unless they fail to do their work properly, or are found to be members of organizations which advocate the overthrow of our constitutional form of government.

THE GENERAL ACCOUNTING OFFICE, headed by the Comptroller General of the United States, settles and adjusts, independently of the Executive departments, claims and demands by or against the Federal Government and money accounts in which the Government is concerned.

THE BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM and the Federal Reserve Banks under the Board's supervision carry out certain monetary powers of the Congress. They perform central banking functions and have other duties in the field of money and credit.

THE FEDERAL TRADE COMMISSION has the duty of investigating and preventing trade abuses and unfair ways of doing business.

THE TAX COURT OF THE UNITED STATES holds hearings and decides cases that are appealed by taxpayers on questions involving, among others, income tax, excess profits, estate, and gift taxes.

THE VETERANS' ADMINISTRATION is responsible for building and managing hospitals for disabled veterans and for many forms of relief and aid to war veterans and their widows and dependents.

THE FEDERAL DEPOSIT INSURANCE CORPORATION insures the money deposited in most of the banks in the United

States. To preserve its assets and to aid mergers, the corporation is empowered by law to act as *receiver* for most insured banks that close and to make loans to prevent bank closings.

The Securities and Exchange Commission was established to protect *investors* who buy stocks and bonds. The laws that it administers require companies that plan to raise money by selling their own securities (stocks and bonds) to file with the Commission true information about the securities and the company.

The National Labor Relations Board enforces the law which requires that employers must bargain *collectively* about wages, work hours, and labor conditions with organizations and representatives chosen by the workers themselves.

The Atomic Energy Commission has as its purpose "to effectuate the declared policy of the people of the United States that, subject at all times to the *paramount* objective of assuring the common defense and security, the development and *utilization* of atomic energy shall, so far as practicable, be directed toward improving the public welfare, increasing the standard of living, strengthening free competition in private enterprise, and promoting world peace."

The General Services Administration serves the Executive Branch of the Federal Government by attending to such matters as the purchase, supply, and maintenance of Federal property; management of public utility service for Government offices; and sale of surplus Federal property. Through its National Archives and Records Service, this office protects the original documents of the Declaration of Independence and the Constitution of the United States. The Declaration and the Constitution are on public display in the Archives Building in Washington, D.C. Through its Federal Register Division, the General Services Administration publishes all the rules and regulations under which the various administrative agencies operate.

4

When the Congress passes a proposed amendment to the Constitution of the United States, the Administrator of General Services sends it to the States. As the States ratify the amendment, they report to him. When the necessary number of States have ratified it, he lets the Congress and the people know that the amendment has been added to the Constitution.

THE UNITED STATES POSTAL SERVICE is the first independent agency in the Federal Government that was formerly an Executive department. Created as the Post Office Department in 1872, it remained an Executive department, headed by the Postmaster General, until 1971, when it was abolished and the United States Postal Service was created. The Postal Service provides mail services and postal facilities.

THINGS TO DO

Complete each of the following:

1. If you were interested in getting information about the American Indians, you would write to the Department of the ----------------.

2. The Department that keeps us informed about the weather is the Department of ----------------.

3. If a farmer wanted information about soil, plants, or animals, he could get help from the Department of ----------------.

4. The Department of ---------------- is concerned with wages received and conditions under which work is done by women employed in industry.

5. Protection and improvement of the health of the people of this Nation is a concern of the Department of -------------, -------------, and -------------.

Try to think of some of the services that are being given to the people of your own community by the seven Departments that we have been studying. Perhaps you can name some of them below:

Two of the services performed by the Department of the Interior are:

1 ____
2 ____

Two of the services performed by the Department of Agriculture are:

1 ____
2 ____

Two of the services performed by the Department of Commerce are:

1 ____
2 ____

Two of the services performed by the Department of Labor are:

1 ____
2 ____

Two of the services performed by the Department of Health, Education, and Welfare are:

1 ____
2 ____

Two of the services performed by the Department of Housing and Urban Development are:

1 ____
2 ____

Two of the services performed by the Department of Transportation are:

1 ____
2 ____

Some more words that the student should understand:

carriers—persons, companies, or corporations in the transportation business.

collectively—through representatives authorized to make bargains that will bind the whole group.

competitive—in which one's work is compared with other people's and one is required to do as well or better than others.

crop rotation—the planting of different kinds of crops on a piece of land each year to prevent taking out of the soil certain values and wearing out the land.

dependent areas—public lands placed under supervision of an Executive department.

facilities—ways of doing things easily; good equipment and arrangement.

fertility—ability to reproduce or grow things in plenty.

investors—persons who use their money to buy stocks and bonds.

livestock—farm animals, such as cattle, sheep, pigs, and horses.

natural resources—natural wealth that can be made useful to the Nation.

paramount—first, supreme.

production—the act of making or growing.

range lands—open unfenced areas on which cattle, sheep, or horses may graze.

receiver—a business manager appointed by a law court to straighten out a business that cannot pay its debts.

reclamation—bringing something, such as land, back to use or production.

shortages—amounts that fall short of what is expected or needed.

statistics—a study of any subject by the use of numbers.

surpluses—amounts that are greater than what is expected or needed.

utilization—to make use of.

⁂

Chapter 25

How Our Federal Government Is Organized

THE JUDICIARY

> "The judicial power of the United States, shall be vested in one Supreme Court, and in such inferior courts as the Congress may from time to time *ordain* and establish."
>
> —*Third Article of the Federal Constitution.*

★

In the last few chapters you have studied about two of the great branches of our Federal Government. You learned that the Legislative Branch is made up of two Houses, a Senate and a House of Representatives, which together are called the Congress of the United States. You learned that the Executive Branch includes the President, the Vice President, the 11 Executive departments, and a number of other independent agencies.

A third branch of our Federal Government, the Judicial Branch, is made up of our Federal courts. It has the duty of explaining and interpreting laws, settling lawsuits between citizens of different States, and punishing those who break the Federal laws. In this chapter you will study its organization and work.

★

WHAT DOES THE JUDICIAL BRANCH OF OUR FEDERAL GOVERNMENT DO?

You have learned that the Congress makes the laws, and the Executive branch enforces them. But sometimes the meaning of a Federal law is not clear, and that law cannot be enforced in some cases until it is better explained. Then the Judicial Branch comes to the aid of the other two branches.

In addition to explaining and interpreting the laws passed by the Congress, there are many other things that our Federal courts do. They explain the meaning of the Constitution. Since the Constitution is the highest law of our land, this is a very important task. These courts also explain treaties and agreements with other governments.

When a person is accused of breaking a Federal law, he is brought to trial in one of our Federal courts. It decides whether he has really broken the law or not. Such a decision calls for a study and determination by the court as to what are the actual facts of the case and how the law, in its true meaning, applies to the facts as proved. This is the way in which the principle of "equal justice for all" is made to work.

The States need the Federal courts, to which they can take their disputes with one another. And if a citizen of one State has a legal dispute with a citizen of another State, he may go to a Federal court to settle it.

You will recall that the Constitution gives the Legislative and Executive Branches of the Federal Government a great many difficult duties to perform. The courts act as a check on both Branches in deciding whether one or the other has tried to use more authority than it was actually given by the people in the Federal Constitution.

You will recall also that the Constitution gives certain powers to the Federal Government and reserves other powers for the States. The Federal Judiciary is needed at times to decide when either the Federal or the State Governments have taken more power than they should, according to the Constitution.

To sum up, let us make a list of some of the valuable services performed by the Judicial Branch of the Federal Government. Among other things our Federal courts—

1. Explain the meaning of the Constitution and the laws and treaties.

2. Settle legal disputes between citizens of different States.

3. Settle legal disagreements between two or more States.

4. Settle legal questions between States and the Federal Government.

5. Give those persons accused of breaking Federal laws a fair and just trial.

6. Settle disagreements, under certain circumstances, between States and foreign governments or citizens of foreign governments.

THE SUPREME COURT

If you read the quotation at the beginning of this chapter, you will see that the Supreme Court of the United States is the only Federal court set up by the Constitution itself. It could not be abolished without amending the Constitution. Let us learn more about it.

The Supreme Court is the highest court in the Nation. When it makes a decision there is no other court to which the case can be taken on appeal. Its decisions are final.

Although the Congress did not create the Supreme Court, it has the power to pass various laws about its organization and work. The Congress decides from time to time how many justices the Court shall have and what their salaries shall be. The President's choice of persons to become Supreme Court justices (when vacancies have occurred) must be approved by the Senate. Within certain limits, the Congress may decide what cases shall be tried in the Supreme Court. The Congress cannot, however, change the powers given to the Supreme Court by the Constitution itself.

OTHER FEDERAL COURTS

The Fathers of the Constitution did not write the details of our court system into the Constitution. They left to the Congress much authority over the Federal courts. The Congress can decide when to establish more Federal courts and judgeships, and what cases each kind of Federal court shall hear. It can even change or abolish any Federal court except the Supreme Court.

The Congress has established two kinds of Federal courts (besides special courts). These are (1) the district courts and (2) the courts of appeals for the various circuits. **Look at Figure 52, which shows the relationship of these and other Federal courts.**

These lower Federal courts keep the work of the Supreme Court from becoming too heavy. The Congress has passed laws which require that most *litigation* (trial of cases) in the Federal courts shall start in the district courts. If persons in certain kinds of cases are not satisfied with the district court's decision, they can appeal to a higher Federal court. Sometimes such cases can be taken directly to the Supreme Court; sometimes they must be appealed to a court of appeals. In some cases the decision of a court of appeals is final.

Our Nation is divided into 11 judicial circuits. In each of these circuits there is one court of appeals and several district courts. One of these appellate courts is the United States Court of Appeals for the District of Columbia Circuit. Every person in the United States can be sure that there is a Federal court in his section of the country, no matter where he lives.

The Supreme Court holds its sessions in Washington, the National Capital. For many years it met in a small courtroom in the Capitol. In 1935 it moved into a building of its own, which is one of the most beautiful in Washington.

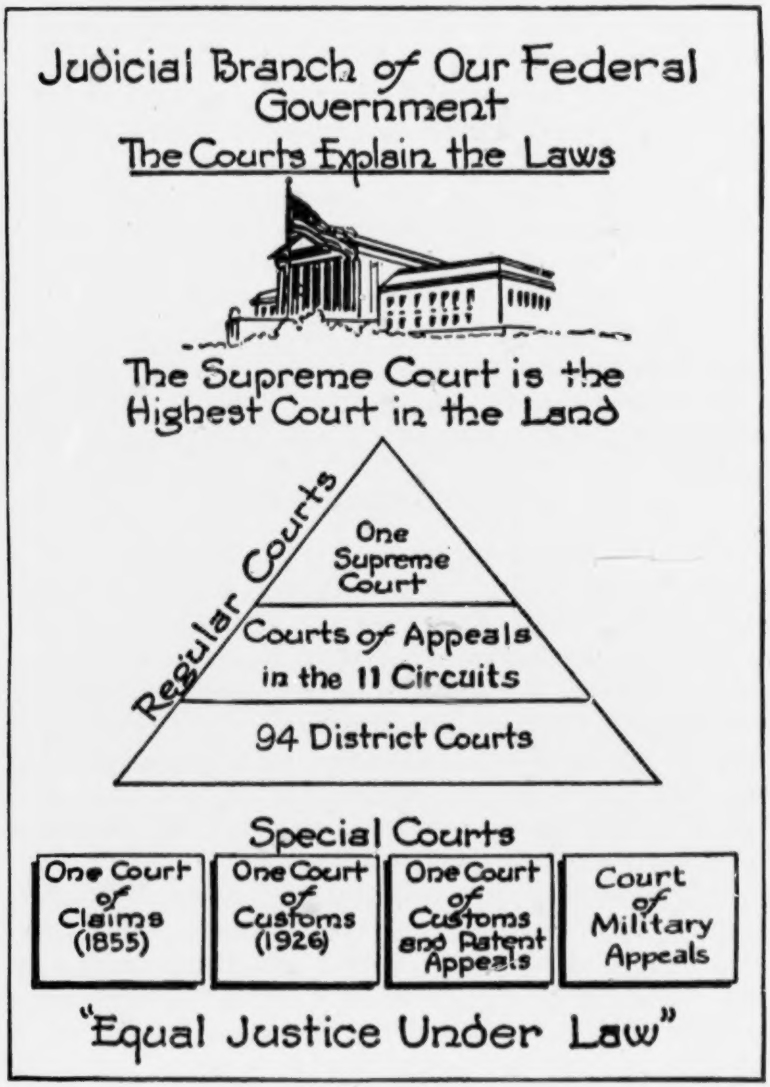

Judicial Branch of Our Federal Government
The Courts Explain the Laws
The Supreme Court is the Highest Court in the Land
Regular Courts
One Supreme Court
Courts of Appeals in the 11 Circuits
94 District Courts
Special Courts
One Court of Claims (1855)
One Court of Customs (1926)
One Court of Customs and Patent Appeals
Court of Military Appeals
"Equal Justice Under Law"

Figure 52

The Judicial Branch of Our Federal Government

The Congress has established various special courts. You will notice in Figure 52 that we have certain other Federal courts besides those already mentioned. In 1855 the Congress established a special "Court of Claims." Before this date there had been no court to which a person could present a money claim against the United States Government. The Congress has also set up a "United States Customs Court," which settles disputes about the amount of any customs tax on goods being brought into this country; and a "United States Court of Customs and Patent Appeals," which is an appeals court for customs cases as well as cases in which a person who has been refused a patent on some invention argues that the Department of Commerce has treated him unfairly by its refusal.

OUR FEDERAL JUDGES

Federal judges are appointed by the President and approved by the Senate. Most of them hold office as long as they do their work satisfactorily. If one of them commits a serious offense while in office, he may be impeached by the House of Representatives in the same way that the President and any other civil officer of the United States may be impeached. The Congress decides the amount of pay that Federal judges shall receive, but the Constitution provides that the salary of judges "shall not be *diminished* during their continuance in office."

The Supreme Court of the United States consists of a Chief Justice and eight Associate Justices. The Chief Justice acts as presiding officer of the Court and all the justices sit as a group (unless excused for some good reason). All decisions of the Court are reached by a majority vote of the justices who have taken part in the hearings.

All of our Federal judges are required to uphold the Constitution of the United States. After a new Federal judge is appointed, he must take the following oath:

"I, —— ——, do solemnly swear (or affirm) that I will administer justice without respect to persons, and do equal right to the poor and to the rich, and that I will faithfully and *impartially discharge* and perform all the duties *incumbent* upon me as —— according to the best of my abilities and understanding, agreeably to the Constitution and laws of the United States. So help me God."

THINGS TO DO

Select the words that will make each of the following statements read correctly:

1. The Judicial Branch of our Government—
    1. makes the laws.
    2. explains the laws.
    3. enforces the laws.
2. The chief objective of our court system is to give the people a way to—
    1. change the laws.
    2. collect taxes.
    3. provide equal justice for all.
3. Most Federal judges hold office—
    1. during good behavior.
    2. for five years.
    3. for one year.
4. The one court that cannot be abolished without amending our Constitution is—
    1. The Court of Claims.
    2. the Supreme Court of the United States.
    3. the United States Customs Court.
5. The Federal judges are selected by—
    1. the voters.
    2. the House of Representatives.
    3. the President.

6. When Federal judges are chosen, their appointments must be approved by—
    1. the United States Senate.
    2. the people.
    3. the newspapers.

7. The presiding officer of the Supreme Court of the United States is called—
    1. the Chief Justice of the United States.
    2. the Chancellor.
    3. the Moderator.

8. On the Supreme Court of the United States there are—
    1. five justices only.
    2. one Chief Justice and twelve Associate Justices.
    3. one Chief Justice and eight Associate Justices.

9. To establish our lower Federal courts, the Constitution gave authority to—
    1. the Attorney General.
    2. the Congress.
    3. the States.

Complete each of the following:

1. Two things that the justices of the Supreme Court promise to do when they take their oath of office are:

    1 ____________________________________
    2 ____________________________________

2. Two kinds of Federal courts established by the Congress are:

    1 ____________________________________
    2 ____________________________________

3. Two reasons why we need Federal courts are:

    1 ____________________________________
    2 ____________________________________

Some more words that the student should understand:

diminished—reduced in amount, made less.

impartially discharge—fairly, justly, without taking sides, to complete, finish, carry out.

incumbent—which are laid.

litigation—the act of carrying on a suit in a law court.

* * *

Chapter 26

How We Pay For Our Government

Our government units represent the people. Through the payment of taxes the people help pay for the services of their governments.

★

We have learned that our government is divided into many units or groups, such as the town, the city, the county, the State, and the Nation. Each of these groups is made up of human beings, who have set up a government and given it authority both to govern and to serve them. The people naturally expect to pay for government services just as they do for services supplied by private citizens. Since the government provides so many services, the cost of government often seems high. Let us consider, in this chapter, the cost of government services.

★

Each of the government groups must be supported by the people who are its members. The people support their governments by paying taxes. And, of course, all money paid as taxes must be used for public purposes.

A COMMUNITY WITHOUT THE SERVICES FOR WHICH TAXES ARE COLLECTED

What would our community be like without the services we get for our taxes? We would find that among other things:

1. Our property would not be protected by law.
2. There would be no public schools for our children.
3. There would be no public-school classes for grown-ups or special free schools for teachers.

4. Our health might not be well protected against contagious diseases.

5. Our food would not be inspected, and we would not have expert advice as to whether it was fit to eat.

6. Our water suppply might not be kept pure and drinkable.

7. There might not be enough water to use in our houses or to fight fire.

8. Garbage might not be removed promptly.

9. Sewage and rubbish might not be disposed of satisfactorily.

10. There would be no policemen to preserve the peace.

11. There would be no jails for criminals.

12. There would be no courts.

13. There would be no money to build roads, bridges, airports, and to make other improvements.

14. There would be no public playgrounds or public parks.

15. We would be less safe in traveling from place to place.

Would we want to live in such a place? Our families would have few of the chances of comfort and happiness that they now have. How much better it is to pay for the services that we need. We could not possibly, all by ourselves, get our families all of these advantages. Therefore, we pay our share of the cost with our tax money and let our government agencies serve us. (See Figures 8 and 53.)

HOW DO OUR GOVERNMENTS MANAGE THEIR MANY AFFAIRS?

Our Nation, most of our States, and many of our cities now have budget systems. Any budget system is a list of needs for which money must be spent, an estimate of how

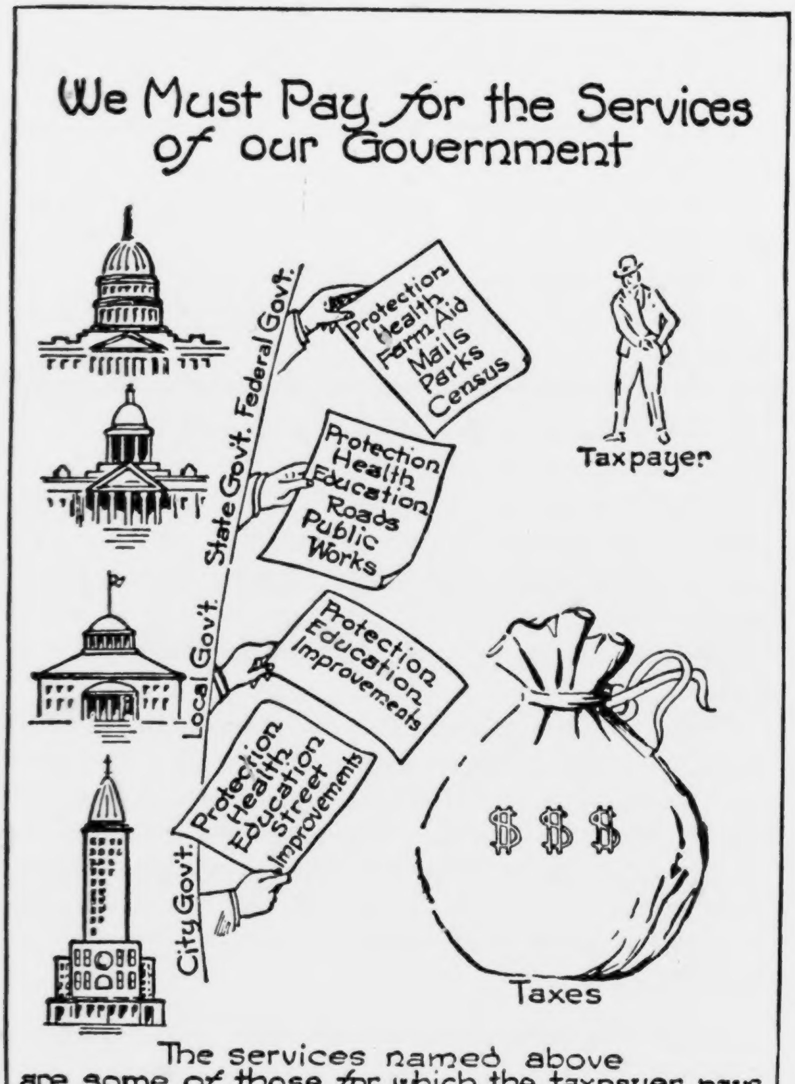

We Must Pay for the Services of our Government
Federal Gov't.
Protection Health Farm Aid Mails Parks Census
State Gov't.
Protection Health Education Roads Public Works
Local Gov't.
Protection Education Improvements
City Gov't.
Protection Health Education Street Improvements
Taxpayer
$ $ $
Taxes
The services named above are some of those for which the taxpayer pays

Figure 53

We Must Pay for the Services of Our Government much each need will cost, and another estimate as to where the money is coming from. When the amount of money that can be counted on is as great as the amount that must be spent, the budget is said to be balanced.

In most States the governor plans the budget. In some cases there is a board or commission in charge of this important work. After the budget is planned, it is submitted to the State legislature, which must approve it before it becomes effective. In a county the county board usually plans the budget. In a city, as a rule, the mayor, the city manager, or a special board has the duty of preparing the budget.

The Federal Government also has its budget. It must plan how to meet its bills. The President, with the help of the Director of the Office of Management and Budget, figures out what the expenses of the Government are likely to be for the coming year. Then he suggests how the money can be raised to meet these expenses. When the plan is completed, it is sent to the Congress, which must approve or reject these proposed expenditures and the proposed ways of raising the money to meet them. Only the Congress has the authority to decide how money shall be raised and spent by the Federal Government. The President and the Executive departments cannot spend any money unless they are authorized by the Congress to do so.

WHERE DOES THE FEDERAL GOVERNMENT GET ITS MONEY?

There are a number of ways in which the Government of the United States gets the money that it needs to pay the cost of its services to the people. We cannot study all of them, but some of the most important are indicated below.

(1) A great deal of the Government's income comes from taxes on the incomes of persons and business organizations. A person's income is the money that he receives in any year as salary, wages, fees, profits, *interest, divi-*

dends, or rent. Most companies' incomes are received as profits from selling things, or fees for services, or interest on money loaned, or rents collected. The Federal Government permits people who pay income tax to make *deductions* for various expenses that they have paid out, and then collects a tax on the amount of income left over to be spent on themselves (which it calls their "net taxable income"). A person or company with a large taxable income has to pay at a higher tax rate than one with a small income. Persons with very small incomes do not have to pay any tax. A man who is supporting a wife and children does not have to pay as large an income tax as another man who has the same income but who has no family or *dependents* to support.

(2) The Government collects large sums of money as estate taxes. This is a tax charged against the estate of a person who dies leaving money and property. It also collects a tax on any large gifts of money or property that living people give to one another.

(3) Large amounts of money come to the Government from taxes on the manufacture and sale of liquors, cigarettes, tobacco, playing cards, firearms, and cosmetics; also on the sale of gasoline.

(4) By the operation of the *tariff* laws, the Government collects *custom duties* (a kind of tax) on many different kinds of goods that are brought into the United States from foreign countries.

(5) People have to pay a tax on such things as the transfer of stocks and bonds, and on theater tickets and club dues, telephone, and telegraph messages.

(6) Business corporations have to pay a tax on the value of their capital stock.

(7) To pay part of the cost of social security insurance (money set aside by the Government to pay special benefits to wage earners who have retired from employment because of old age or disablement; or to wage earners who are unemployed; or to the widows or children of wage

earners who have died), the Government charges a tax against pay rolls of employers in many industries.

(8) The sale of Government property also brings some money to the Government.

(9) The Federal Government receives the tolls paid by ships passing through the Panama Canal.

(10) Sometimes sums of money are paid to our Government by foreign governments who owe us money.

These are not all of the sources from which our Federal Government gets its funds. But they give us an idea of its principal sources of revenue. You will recall that the Treasury Department is in charge of receiving and paying out the Government's money, and must report all such *transactions* to the Congress.

WHERE DO THE STATES GET THEIR MONEY?

Like the Federal Government, the State Governments receive funds from a number of sources.

(1) Many of the States require persons living within their borders to pay an income tax. This tax is like the Federal income tax, which we have just described.

(2) A State property tax is another way by which many States raise money. This is a tax against the value of land and buildings, and of furniture, equipment, and other forms of wealth. If you turn back to page 185 you may read how these property taxes are determined and collected.

(3) Nearly all of the States collect an *inheritance* tax against the property of their own people when they die. Because the State provides many services to protect the property of dead persons and to help in passing it on to their legal heirs, its laws often assess high taxes against large estates.

(4) Some of the States have a business tax (sometimes called corporation tax). This is a tax on the earnings of business concerns.

(5) A very general form of State tax is known as a franchise tax. It is charged against private companies such as railroads, streetcar and bus companies, electric and gas companies whose business requires that they shall use public highways or other public property.

(6) Everyone who travels in an automobile knows that there is a gasoline tax collected by each State. You will remember that there is also a Federal tax on gasoline. So we pay both State and Federal taxes when we "get a tankful of gas."

(7) Nearly all States collect license fees from owners and operators of automobiles, trucks, busses, and motorcycles. They also charge license fees for the right to sell liquor, cigarettes, tobacco, and other articles. Sometimes they charge a tax on theater tickets and other *luxuries.*

(8) Some money comes to the State as fees for recording legal documents, such as mortgages and deeds. A small charge is made for these services. Fees (sometimes called tolls) are collected at some docks, canals, bridges, and ferries that are operated by the State governments.

(9) Every State collects fines, which are sums of money assessed by law courts against persons convicted of breaking the law.

(10) Many of the States collect a sales tax. This is a small amount paid on almost everything sold in the State. It is usually paid by the buyer as part of the price of an article, but the seller is held responsible for paying it to the State.

(11) Sometimes there is a tax called a special assessment. This is charged against land and buildings to help pay for paving, sewers, or other improvements that will increase the value of such land and buildings.

(12) The State may receive money from the Federal Government to be spent for agreed purposes, such as

roads, bridges, and certain other improvements; or for *grants-in-aid.*

WHERE DO THE LOCAL GOVERNMENTS GET THEIR MONEY?

You have learned that the county, town, and city governments perform many services for us. They must have money with which to do these things. Some sources of their money are:

(1) General property taxes charged against property (land, buildings, furniture, machinery, etc.). This tax is often shared by the local government and the State.

(2) Licenses (permits) to automobile drivers, hunters, fishermen, dog owners and others; also marriage licenses.

(3) Licenses to sell liquor, cigarettes, or other articles, or to operate places of amusement.

(4) Franchises to private business companies, such as street-railway companies, telephone and telegraph companies, and gas, water, and electric companies that use the streets and alleys.

(5) Taxes on the earnings of local public-service corporations, such as waterworks, electric-light companies, gas companies, etc.

(6) Fines collected from those who break the law.

(7) Grants from the State government for education, road buildings, etc.

(8) Special taxes (often called assessments) from those who will receive some special benefit from a public improvement.

Everybody is really paying taxes in one way or another, either directly or indirectly. A person who rents rooms in a landlord's house is really helping to pay a land tax. If there were no land tax, the landlord could get along with lower rent. The wage earner in an industry that must carry old-age or unemployment insurance under the social security laws might have a higher wage if money were not being set aside, through a payroll tax, for his protection. When we buy at stores, we find in some

WORK PROJECT

Talk with your neighbors about the kinds of taxes paid by the people of your community. Try to decide whether they are local (county, city, or town), State, or Federal. Then complete the chart below.

KINDS OF TAXES

Local	State	Federal
1.	1.	1. ....
2.	2.	2. ....
3.	3.	3. ....
4.	4.	4. ....
5.	5.	5. ....
6.	6.	6. ....

* * *

Now consider some of the things in your community, State, and Nation that you get for your taxes, and complete the chart below.

THINGS WE GET FOR OUR TAXES

In my county, town, or city	In my State	In my Nation
1.	1.	1. ....
2.	2.	2. ....
3.	3.	3. ....
4.	4.	4. ....
5.	5.	5. ....
6.	6.	6. ....

Figure 54

Work Project: Taxes and Things We Get for Our Taxes

States that we have to pay a sales tax; but in all States we are helping, by the price we pay, to supply the earnings on which the storekeeper must pay income and other tax. Therefore, all the people of the country are indirectly taxpayers and are paying for the services of their Government. They should be interested in knowing whether tax money is wisely spent by the Government.

THINGS TO DO

Questions to discuss in your study group:

1. What are the principal kinds of taxes?
2. In what way are the expenses of the Government our own expenses?
3. Why should we be expected to pay for the services of our Government?
4. Give as many reasons as you can why you would not want to live in your own community if the people living there received none of the services of the Government.
5. Why are the Government units able to do so many more things for us than we could do alone?

Complete each of the following:

1. The tax that we pay on our earnings is called an .... tax.
2. When a person pays the Government a part of the money that he has inherited from someone else, he pays an .... tax.
3. The Department of our Federal Government in charge of all money matters is called the Department of the ....
4. Practically everyone who drives an automobile pays a .... tax.
5. The fees collected at some canals, bridges, and ferries run by the State are called ....
6. States and counties issue .... to hunters and fishermen for which they charge a ....
7. When a person breaks a law he may be punished by having to pay a ....

Some more words that the student should understand:

customs duties—taxes imposed by law on merchandise brought into a country.

deductions—amounts allowed to be subtracted.

dependents—persons who depend on other persons to pay their living expenses.

dividends—amounts divided among owners of a company as their share of its profits.

grants-in-aid—money paid by the Federal Government to such State governments as are willing to cooperate in relief and welfare projects.

inheritance—any property that passes to a person by law upon the death of another person.

interest—a fee paid for the use of money.

luxuries—things bought for a person's pleasure and not needed for actual living.

tariff—a tax on goods imported into a country.

transactions—business deals completed.

⁂

Chapter 27

How Our Government Units Work Together

"One Nation under God, *Indivisible*, with Liberty and Justice for All."

—*From the Pledge to the Flag.*

★

In the last chapter we discussed the cost of our government's services and how we pay for them. In this chapter we shall find that our Nation is not made up of many parts that have nothing to do with one another. We shall learn that all parts of the Nation work with one another and for one another. The States cooperate with the Nation, and the Nation cooperates with the States. The States cooperate with the cities, and the cities cooperate with the States. It is because the several government units cooperate that our Nation is so strong and can render so many services to the people.

★

WHY OUR GOVERNMENT UNITS COOPERATE

You will recall that at the very beginning of this book you learned that our country is made up of many groups and that these groups work together in order to get things done. Individual members of a family help one another as a group. Families in a neighborhood work together to make a better neighborhood. Different neighborhood groups work together to make a better town or city. School and church groups work together to improve the community life.

Our government units work together so that they can get their work done more easily and more successfully. They work together to build a stronger country for us.

"'Tis the Star Spangled Banner
oh long may it wave
O'er the land of the free
and the home of the brave"

SALUTE TO THE FLAG

"I pledge allegiance to the flag of the United States of America and to the Republic for which it stands: One nation under God, indivisible, with liberty and justice for all."

Figure 55

Flag of the United States

If this were not true, our Nation would fall to pieces—perhaps, into 50 independent States, or into thousands of unconnected towns and cities. But the towns, cities, States, and the Nation depend on one another in many different ways. They could hardly do without one another.

HOW THE NATION COOPERATES WITH THE STATES

The Federal Government cooperates with the States in helping them with many of their problems. It cooperates in road building, in improving agriculture, in protecting natural wealth.

The Federal Government protects each State from outside invasions. It also helps to keep the peace if there is any outbreak of lawlessness that a State cannot control.

We have learned that the Federal Government has set up courts to which the States may take their disputes with one another and get a fair hearing and trial. The Federal Government guarantees each State a republican form of government. In turn, the State officials are bound by oath to support the Constitution of the United States.

As you learned earlier the Federal Government is bound by the Constitution not to exercise those powers that are left to the State governments and to the people. If it should overstep its power, the States could ask the Federal courts to stop it.

Turn back to the description of the work of the Executive agencies and the independent agencies in chapters 23 and 24, and you will be reminded that much of the work of government officials both at Washington and throughout the Nation consists of helping the States.

HOW THE STATES COOPERATE WITH THE NATION

The States have charge of the elections at which Senators and Members of the House of Representatives are elected to the Congress. In general and within limits set by the Constitution, each State may decide what classes of persons may vote for these officials. If you will re-

read the chapter that tells how the President is elected, you will see that the States play a very important part in his election also.

The States must approve or refuse to approve of any amendment to the Federal Constitution that is suggested by the Congress. The American people cannot amend their Constitution unless the legislatures or conventions of at least three-fourths of the 50 States vote their approval. This means that any 13 States can defeat an amendment to the Constitution.

When the Federal Government needs help in time of national danger it may call on the militia (National Guard) of the several States.

In general the States make and enforce most of the laws that apply directly to the protection of the lives and property of citizens, except from dangers that may extend across State lines. Because citizens in general have citizenship both in one particular State and in the United States, they are protected by both the State and Federal Government and owe loyalty to both.

HOW THE STATES COOPERATE WITH ONE ANOTHER

The 50 States also work together. They live as 50 large neighbors who depend on one another for many things. This is very important for every citizen who lives in any State. The court decisions, laws, and records of your State are equally binding in every State of the Nation. The United States Constitution provides that:

> "Full faith and credit shall be given in each State to the public acts, records, and judicial proceedings of every other State."

If the States did not cooperate in this way, a marriage performed according to the laws of your State might not be recognized in another State. And a title or deed to property in your State might not be accepted in another.

People can move from one State to another freely. For example, if you move from Rhode Island to Massachusetts, you may be sure that the State of Massachusetts will not place higher taxes on your income or your property than it places on the income or property of its own citizens under the same conditions. The Constitution provides that:

> "The citizens of each State shall be entitled to all privileges and *immunities* of citizens in the several States."

However, a State may require you to live there for a certain length of time before you may vote or hold office.

If a criminal crosses from one State to another, the second State, on request of the governor of the first State, will usually send the criminal back to the State in which he committed the crime. In this way States cooperate in enforcing State laws.

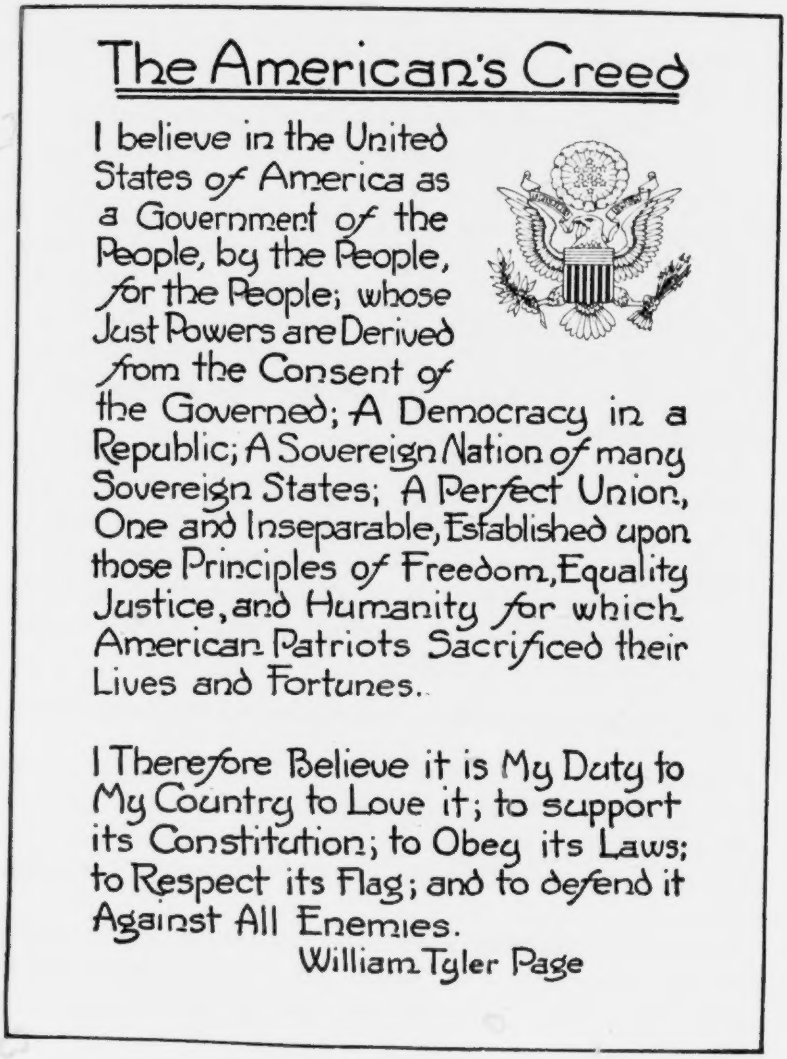
Sometimes when neighboring States have a problem in common they join and work as one group. For example, those States that sometimes are flooded by the waters of the Mississippi River have joined together to try to solve their common problem. As another example, New York and New Jersey worked together to improve the conditions of the Port of New York.

HOW THE STATES, COUNTIES, CITIES, AND TOWNS COOPERATE

You learned earlier that cities and towns get their authority from the State. In some States cities are allowed almost complete freedom in establishing their own government. The counties also get their authority from the State.

Sometimes the State cooperates with the towns or counties in such matters as supervising education, building roads and public buildings, and caring for the poor and sick.

The State offers to local units of government and to citizens its system of courts to which they can bring their disputes for a fair trial. In some cases it helps to keep the peace in local communities.



The American's Creed

I believe in the United States of America as a Government of the People, by the People, for the People; whose Just Powers are Derived from the Consent of the Governed; A Democracy in a Republic; A Sovereign Nation of many Sovereign States; A Perfect Union, One and Inseparable, Established upon those Principles of Freedom, Equality Justice, and Humanity for which American Patriots Sacrificed their Lives and Fortunes.

I Therefore Believe it is My Duty to My Country to Love it; to support its Constitution; to Obey its Laws; to Respect its Flag; and to defend it Against All Enemies.

William Tyler Page

Figure 56

The American's Creed

The local government units often cooperate with the State in enforcing State laws. The counties, towns, and cities help to collect taxes for the State. They have charge of elections at which State officials are chosen.

SUMMARY

Our Nation, the 50 States and thousands of smaller units help one another and depend on one another. Because of this the many parts of our country are drawn closely together into one whole. They make "a more perfect Union" wherein the people rule. This cooperation makes it possible for us to move from one State to another without inconvenience or loss.

In 1918 the House of Representatives of the United States adopted a short statement drawn up by William Tyler Page, Clerk of the House, which it called "The American's Creed." We cannot give a better summary of the ways in which American Government cooperates for the common good than by quoting it. Read it in Figure 56, then discuss its meaning in your class group.

THINGS TO DO

Complete each of the following:

1. Four of our government units that cooperate are:
1 _______________ 3 _______________
2 _______________ 4 _______________

2. Three ways in which the Federal Government cooperates with the 50 States are:
1 _____________________________________
2 _____________________________________
3 _____________________________________

3. Three ways in which the 50 States cooperate with our Federal Government are:
1 _____________________________________
2 _____________________________________
3 _____________________________________

4. Three ways in which the 50 States cooperate with one another are:

1 --
2 --
3 --

5. Three ways in which the States cooperate with their counties, cities, and towns are:

1 --
2 --
3 --

6. Three ways in which the counties, cities, and towns cooperate with the State are:

1 --
2 --
3 --

Some more words that the student should understand:

immunities—privileges that let people be free of certain obligations or requirements.

indivisible—not possible to be separated or divided.

* * *

CHAPTER 28

Some of the Ways in Which Our Government Units Cooperate With and Keep in Contact With Groups of Citizens

Public officials are the trustees of the people.
—*Grover Cleveland.*

★

In chapter 27 we have outlined the ways in which many government groups in this country keep in contact with one another and cooperate for the basic objectives of good government.

Our government units are also in close contact with the people, from whom they get their authority and for whom they render many services. Most government officials in this democracy keep constantly in their minds the fact that they are representatives of the people and therefore servants of the people, and that it is very necessary to keep close to the people.

★

THE CONTACTS OF INDIVIDUAL REPRESENTATIVES WITH THE GROUPS OF CITIZENS WHOM THEY REPRESENT

Holders of elective public office in villages, towns, townships, cities, and counties are called upon many times during their terms of office to help their fellow citizens solve many kinds of problems. This is also true of State officials and of officials of the Federal Government. Every member of the Congress, for instance, gets many letters from his *constituents,* asking help in some local problem, or recommending the passage of some new Federal law, or suggesting some improvement in the Federal service.

These letters, and the many personal calls that public officials receive, are usually answered in a spirit of cooperation. The government of this country truly belongs to the people.

THE CONTACTS OF THE EXECUTIVE BRANCH OF THE FEDERAL GOVERNMENT WITH GROUPS OF THE PEOPLE

Because the Executive Branch is responsible for rendering most of the many services to the people that the Legislative Branch decides upon and authorizes by its laws, the more formal contacts of groups of citizens with the Federal Government are usually with representatives of its various Executive departments and independent agencies. The most common contact by every citizen with the United States Government is, of course, with the Postal Service—although this can hardly be called a very formal relationship. The many services of the post office in carrying and delivering letters, post cards, publications, packages, and other valuables safely, quickly, and at the lowest possible cost are so much of an everyday matter that most citizens hardly give a thought to this vast smoothly running Government organization. They do not often think, either, about the Department of the Navy when they set their watches by some clock in a public place that is regulated by the correct, official Naval Observatory time. Nor do they think of the Department of Commerce when they look in their newspapers for the Weather Service report to help them make plans for outdoor activities. The postman's uniform may remind them that he is an official representative of the Federal Government, just as the uniform of the ranger in a National Park may remind automobile vacationists, or the uniform of the Immigration or Customs inspector may remind travelers returning from abroad of the same fact. These are some of the many contacts which are taking place day by day between the Government and the people.

Here are a few of the many other ways in which our Government units cooperate with groups of citizens:

HOW OUR GOVERNMENT UNITS COOPERATE WITH THOSE WHO PROTECT THE HEALTH OF THE PEOPLE

We citizens of the United States believe that the people must have good health, sound minds, and strong bodies if we are effectively to "secure the blessings of liberty to ourselves and our posterity"—which is one of the basic objectives set down in the Preamble of the Constitution. In past chapters we have often mentioned the parks and playgrounds, as well as the hospitals and clinics, that are maintained by Government units. These aids to good health are used in connection with the efforts of all kinds of groups of citizens to promote the same objective. The officials of our public school systems and State universities are leaders in protecting the health of young people and do much to cooperate with the students and their parents in this line. State, county, city, and town governments often employ doctors and trained nurses to protect the health of school children and others.

Within the Department of Health, Education, and Welfare the United States Government maintains a Public Health Service to prevent the spread of diseases from one State to another, to make and enforce quarantine regulations, to study national problems of health, and to learn how best to cure many dangerous diseases. In these ways the United States Public Health Service gives valuable cooperation to private members of the medical profession. It also inspects aliens to prevent them from bringing contagious diseases into this country. It is a Nationwide *cooperative* health organization to improve the physical condition of the people. Its free publications on all sorts of health problems are sent to many citizens every year.

HOW OUR GOVERNMENT UNITS HELP THE WAGE EARNERS

There are many Federal and State laws dealing with the conditions of labor. As a general thing State governments are responsible for the conditions under which their people live and work, as we have already explained. So most States now have labor departments, commissions, or bureaus. Many such State agencies help unemployed workers to find new jobs and cooperate with worker groups in many ways to make their work safer and healthier. They enforce laws that require healthful conditions in factories and safety devices on dangerous machines and appliances. It is also the duty of State governments to use their best efforts in helping employers and employees to settle their disputes peaceably and with as little disturbance and loss to either group and the public as possible.

The Federal Government has a Department of Labor, as you have learned, especially established by law to improve the condition of the wage earner. This Department cooperates with State labor departments in many ways and also performs many services for workers on Government contracts and in interstate commerce.

HOW OUR GOVERNMENT UNITS HELP THE FARMER

Many Government agencies throughout the Nation are testing and finding better ways of farming, and are teaching the farmer how he can produce more from his land and how he can fight farm pests, animal diseases, and other dangers. For after all the farmer grows the food on which we all must live.

The Federal Department of Agriculture tries to find new uses and better markets for the farmer's products; it has brought to this country from foreign lands many valuable new plants that he can grow profitably. Its free publications on farm problems are the guide of many progressive farmers all over the country.

The Department of Commerce maintains a Weather Service to give the farmer warning of coming frosts, floods, storms, and heat waves, and to help him decide when to harvest his crops.

Both the Federal and State Governments have been interested in working with the farmer in preventing the washing away of soil on which crops may be grown. They have cooperated to prevent destructive floods in river valleys. On the other hand they have often helped the farmer to obtain a sufficient water supply for land that would otherwise be too dry to grow crops.

HOW OUR GOVERNMENT UNITS HELP THE PEOPLE TO *SAFEGUARD* THEIR MONEY AND INVESTMENTS

Almost everybody in this country has some dealings with a bank, because our national banking system undertakes to keep people's money safe for them and also to have supplies of money ready at places where they are needed—for pay rolls and other purposes. The banks are allowed to lend to their customers part of the money they hold, under conditions limited by law. Some of the banks, chartered as "National Banks," are responsible to the Federal Government for obeying Federal laws, while others chartered as "State Banks," are answerable to the State governments. In both cases, the governments send examiners to the banks every few months to see that their business methods do not violate the law and that the people's money is safe.

To regulate the supply and movement of money in the United States, the Federal Government has also established a Federal Reserve System, with Federal Reserve regional banks in different parts of the country, all of which are supervised by a central board at Washington. This system is a form of cooperation among groups of bankers, under Federal supervision. To protect the people who have money to invest, it has established the Securities and Exchange Commission, which cooperates with dealers in stocks and bonds in giving to investors complete and correct information about the companies that are being *financed* and in preventing dishonest practices.

HOW OUR GOVERNMENT UNITS COOPERATE WITH MANY GROUPS INTERESTED IN TRAVEL AND TRANSPORTATION

Various Government units are lawfully charged with considerable responsibility for the safety of travel in the

United States and on the bodies of water that wash its shores, and the Government is therefore in close touch with many groups interested in transportation. All ships that operate in our waters must be inspected and approved by the United States Coast Guard. Ships' officers are supplied with charts and maps prepared by the Department of the Navy.

Railroad, motorbus, and motortruck equipment must comply with safety standards set by Government units. The rates charged for various forms of interstate travel and transportation are determined by the Interstate Commerce Commission, so that the cost paid by the people for passenger, express, and freight transportation may be reasonable.

United States citizens who wish to travel in foreign countries may obtain passports from the Department of State and are free to call upon that Department's consular officers abroad for information and help during their travels.

OUR GOVERNMENT UNITS HAVE MANY CONTACTS WITH COMMERCE AND BUSINESS

It is only possible to mention a few of the very great number of such contacts here. The Bureau of the Census, an agency of the United States Department of Commerce, provides merchants and businessmen with much useful information. Besides its general census of the population taken every 10 years, it takes numerous other censuses, such as that of manufacturers and agriculture every 5 years. It also supplies at frequent intervals valuable official information about many trades and industries. The National Bureau of Standards in the same Department gives to merchants the correct weights and measures to be used in business. The Department of Health, Education, and Welfare, through its Food and Drug Administration, helps manufacturers and dealers to handle only such food and drug products as come up to certain standards set by laws and regulations. The Internal Revenue Serv-

WORK PROJECT

For several days try to learn some of the ways your different government units touch your life and direct your actions. Consider the streets you walk on, the food you eat, the water you drink. Talk with your neighbors about this. Then make a large chart something like the one below and fill in the blank spaces. Later you may wish to discuss your work in class.

☆

SERVICES OF MY GOVERNMENT UNITS

How my governments PROTECT me:

1. ....
2. ....
3. ....

Things that my governments INSPECT and REGULATE:

1. ....
2. ....
3. ....

Things that my governments HELP by lending or giving money:

1. ....
2. ....
3. ....

Things that my governments OPERATE or CONTROL:

1. ....
2. ....
3. ....

Other services that I would like my governments to furnish:

1. ....
2. ....

Figure 57

Work Project: Services of Government Units ice through its Alcohol and Tobacco Tax Division, regulates the manufacture of alcoholic beverages. The Department of the Interior, through its Bureau of Mines, helps the owners and operators of mines and petroleum (oil) and natural gas properties to conduct their business safely and with as little accident and waste as possible.

In this chapter we have mentioned and described a few of the many contacts that Government units have with individual citizens and groups of citizens in matters having to do with their work, travel, business, money, and the everyday incidents of their lives. It is well to remember that, in all these contacts, a democratic government is trying to serve the people that it represents and whose final authority gives it its right to exist. Government units in a democracy only make and enforce such laws as seem at the time to be for the good of the people.

THINGS TO DO

Complete each of the following:

1. Two ways in which our Government units cooperate with wage earners in our country are:

1 ____
2 ____

2. Two ways in which our Government units cooperate with farmers are:

1 ____
2 ____

3. Two ways in which our Government units cooperate with those in charge of transportation are:

1 ____
2 ____

4. Two ways in which our Government units cooperate with the merchants are:

1 ____
2 ____

5. Two ways in which our Government units cooperate with investors and bank depositors are:

1 ____

2 ____

1. How do the representatives that the people elect to office know the wishes of their constituents?

2. Can you name some direct contacts that you have with officers of the Government?

3. List some of the services that the Government provides for the people.

4. Why is it better to have the Government perform certain services for the people than for the people themselves to do them?

Some more words that the student should understand:

constituents—the group of persons who vote for and elect an official to represent them in a public office.
cooperative—having all units working together to bring about one result.
financed—furnished with money.
safeguard—guard to protect safely.

* * *

CHAPTER 29

Some Basic Principles of the United States Government

(1) PRINCIPLES OF GOVERNMENT ORGANIZATION IN OUR DEMOCRACY

> Liberty and Union, now and forever, one, and inseparable.
>
> —*Daniel Webster.*

★

You have nearly completed your study of the Government groups of which this great country is made up. You have learned (1) how our Government units get their authority to exist and do their work; (2) what their objectives are; (3) how they are organized and (4) how they keep contact with and cooperate with one another and with many groups of citizens in this country.

All of these factors in group living, as shown on the human hand in Figure 6, rest on certain basic principles and standards of our system of Government. These principles, therefore, have a direct influence on the authority, objectives, organization, and contacts of our Government units. Every new citizen should understand the basic principles of our Government, in order that he may know what obligations he has undertaken and what rights he has gained by taking an oath of allegiance and becoming a citizen.

Some of these principles and standards have to do with our Government organization and how it must be safeguarded to preserve our highly valued democracy. Others have to do with the relationship of the Government to each individual citizen and noncitizen.

In this and the following chapter we shall review many things that you have learned in the course of your study. We shall repeat many points to which you have already given much thought and discussion. For these principles are the foundation stones on which the whole structure of our country's government is built, and nothing planned by man can be stronger than its foundations. The set of principles described in this chapter are those on which the form of democratic government was developed for the United States, through the wisdom of its early statesmen and because of the special problems of its early history. They have stood the test of time and proved to be sound working principles of democracy. In reviewing them and the principles discussed in the next chapter, we can sum up the whole teaching of this book.

★

THE PRINCIPLES OF A FEDERAL SYSTEM

One of the basic principles of government in the United States is that every citizen has two separate citizenships—a National citizenship and a State citizenship. The State government exercises the principal "police power" in safeguarding his freedom to live and work and vote as he likes, but limiting that freedom so that he does no unlawful damage to any other citizen or group of citizens. The Federal Government must think and plan for the whole Nation and, because of this larger objective, may seem farther removed from the individual citizen than his State government. Yet there are so many problems in this great country, that cannot be limited to individual States but stretch across State boundaries, that the Federal Government is often the only government with broad enough powers to furnish important and necessary services for the people. We know this from our study, in chapter 28, of the contacts of the Federal Government with its citizens.

By this dual Federal system the people of this country have built up a workable government organization big enough and strong enough to develop and rule a great nation and yet close enough to each citizen to give

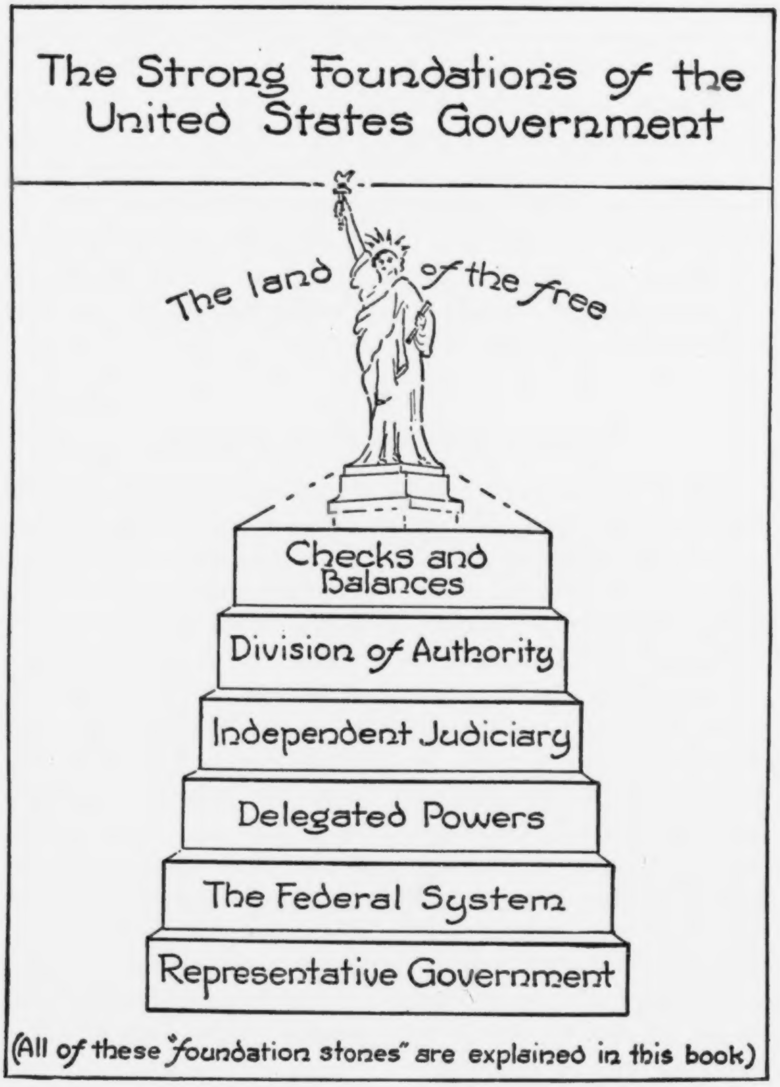

The Strong Foundations of the United States Government
The land of the free
Checks and Balances
Division of Authority
Independent Judiciary
Delegated Powers
The Federal System
Representative Government
(All of these "foundation stones" are explained in this book)

Figure 58

The Strong Foundations of the United States Government friendly attention to his or her individual needs. In smaller countries a single government may fulfill both requirements, but for a nation covering more than 3½ million square miles and made up of over 200 million people, the existence of 50 self-governing States in a cooperative Federal system and under a wise Federal Constitution has proved a mighty safeguard to democracy.

THE PRINCIPLE OF DELEGATED POWERS

Closely related to the principle of a Federal system is that of delegated powers. This means that our Federal Government does not have unlimited power but can exercise only such powers as are given to it by the people, through the Constitution. In chapter 11 in Figure 28 you will find a list of subjects on which the Constitution gives the Congress power to make laws and rules. All powers not delegated to the Federal Government, or kept by the people, are reserved to the States. There are certain things that both governments can do, and certain things that neither government can do. In Figure 28 you will see how these powers are distributed.

THE PRINCIPLE OF DIVISION OF AUTHORITY

You studied this principle when we were discussing the organization of the Federal Government. You saw that the authority of the Federal Government is divided among three branches, and that none of the three has authority enough to dominate the whole government. The Constitution tells what each branch is to do: The Legislative is TO MAKE THE LAWS, the Executive is TO PUT THE LAWS INTO EFFECT, and the Judicial is TO APPLY AND EXPLAIN THE LAWS.

You will recall that the Congress is divided into two Houses—the Senate and the House of Representatives. (See Figure 45.)

The Executive Branch includes the President, the Vice President, the 11 Executive departments, and other Government officials and agencies.

The Judicial Branch is made up of the Federal courts, which, in deciding cases brought before them, interpret the meaning of the laws made by the Congress and apply them to many different situations that arise in the life of a great Nation. (See Figure 52.)

It may be well to remember that State governments are divided into the same three branches.

THE PRINCIPLE OF AN INDEPENDENT JUDICIARY

One of the three separate branches of our Government, the Judiciary, is especially created to give the people "equal justice under the law." Our Constitution provides that the judges of most of our Federal courts shall be appointed by the President without limit of time but during good behavior, and that their pay may not be lowered during their term of office. This arrangement gives to the Federal judge a safe position as long as he performs his duties properly, removes from him any problem of reelection, and tends to make him independent of outside influences.

THE PRINCIPLE OF CHECKS AND BALANCES

Although the three branches of our Federal Government have separate powers, each branch is given certain authority over the other two. Thus the powers of all three can be kept in balance. The Constitution provides ways by which one branch can check another from getting more power than belongs to it. It also provides checks by which each branch can keep final action from being taken in too great a hurry. What are some of these checks?

Laws passed by the Congress may be signed or vetoed by the President. In this way the Executive Branch can suggest to the Legislative Branch that it has not acted wisely. But even if the President vetoes a law, the Congress can pass it again over his veto if a two-thirds vote of each House can be obtained to show that the Legislative Branch still stands firm in favor of the proposed law.

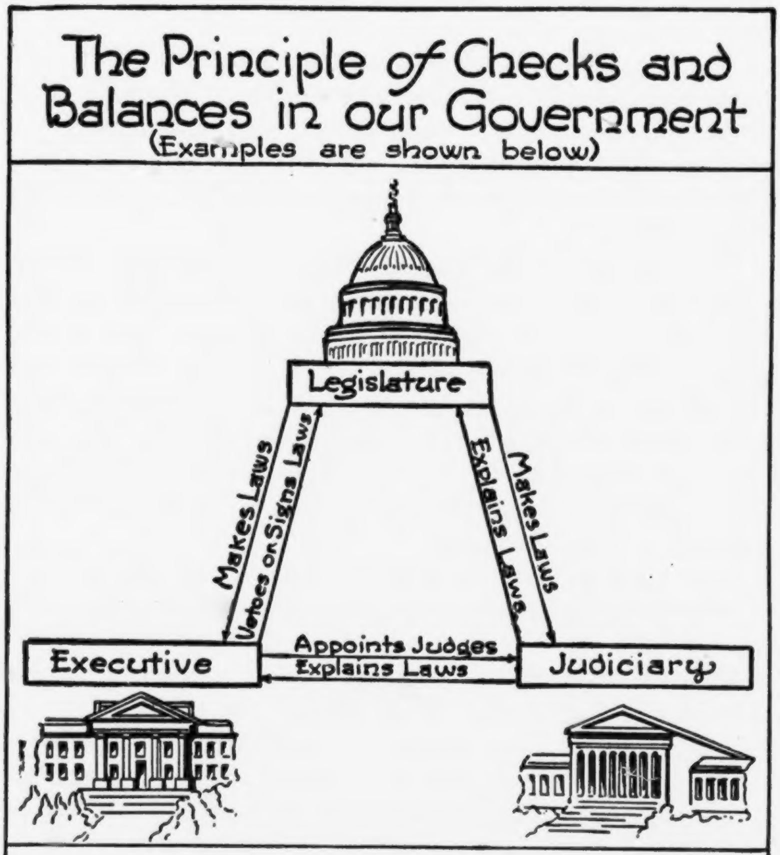
The Houses of Congress check each other. Every bill must be passed by a majority vote of both Houses before it can become a law. Each House may amend any bill that has been passed by the other House, but both must agree on its final form or it does not become a law. (See Figure 59.)

The people of the United States cannot take all the power away from a political party at a single election, and this fact is a check on hasty changes in national policy. The President serves a 4-year term; Members of the House of Representatives serve a 2-year term; Senators serve a 6-year term, and only one-third of the Senators are elected at any one national election. Therefore, we cannot have a sudden and complete change of Federal officials at any one time.

Any Federal court, in deciding a case, may declare that a Federal law is unconstitutional. If the Supreme Court agrees with the decision, the law, although it has been deliberately passed by the Congress and approved by the President, is void and of no effect. By such a decision the Judicial Branch checks the Legislative Branch. It also sometimes checks the Executive Branch holding that a law-enforcing officer has acted beyond his powers in attempting to enforce the law in an illegal way.

Although the President is given the power to appoint judges of the Federal courts and thus to put into important judicial positions men who think as he does about national problems, his appointments must be approved by a majority vote of the Senate—an effective check on his appointive power. The Senate can in the same way check other important Presidential appointments, such as those of our ambassadors to foreign countries and the heads of Federal departments and agencies.

The President may negotiate treaties, but they become effective only with the consent of two-thirds of the Senate.


The Principle of Checks and Balances in our Government
(Examples are shown below)
Legislature
Makes Laws
Vetoes or Signs Laws
Explains Laws
Makes Laws
Executive
Appoints Judges
Explains Laws
Judiciary

This chart indicates one way in which each branch of our Federal Government is authorized to check (to hold back, to slow up, and even to change) the action of each of the other two branches.

Figure 59

The Principle of Checks and Balances

He is Commander in Chief of our Armed Forces and may legally do many things that might bring about a war, but both Houses of the Congress must agree to a declaration of war. This joint control of foreign relations is a very important part of our "check and balance" principle.

The President plans a budget of money to be raised and spent in operating the Federal Government and presents it to the Congress. The Legislative Branch may check him by refusing to approve his budget or by refusing to raise the money to meet its requirements. You will recall that all money bills must get their legislative start in the House of Representatives.

The House of Representatives may, through impeachment proceedings, bring charges against any executive or judicial officer of the United States. These charges are presented to the Senate, which is authorized to act as judge in all impeachment cases. If the person is found guilty he is removed from office. The power of impeachment gives the Legislative Branch a check on both of the other branches of our Government.

These checks are for the purpose of keeping a balance of power among all the parts of our government organizations. They assure us that no one part will take all the power into its own hands.

THINGS TO DO

Questions to discuss in your study group:

1. When a person becomes naturalized, of what two government units does he or she become a citizen?

2. Why do you think that it was wise to divide the authority of our Federal Government among three separate branches?

3. Name some of the principles of our government that have led people to come to this country from foreign lands.

Complete each of the following:

1. Four of the basic principles of the organization of our government are:

1 ------------------------------------
2 ------------------------------------
3 ------------------------------------
4 ------------------------------------

2. Two ways in which the Legislative Branch may be checked by the other branches of the Government are:

1 ------------------------------------
2 ------------------------------------

3. Two ways in which the Executive Branch may be checked by the other branches of the Government are:

1 ------------------------------------
2 ------------------------------------

4. Two ways in which the Judicial Branch may be checked by the other branches of the Government are:

1 ------------------------------------
2 ------------------------------------

☆ ☆ ☆ ☆

CHAPTER 30

Some Basic Principles of the United States Government

(2) PRINCIPLES OF THE GOVERNMENT'S RELATIONSHIP TO THE CITIZEN

> ". . . government of the people, by the people, for the people . . ."
>
> —*Abraham Lincoln.*

★

We have now discussed the basic factors of group life—authority, purpose or objective, organization, contacts, and principles and standards—as applied to local, State, and Federal Government groups in this country. In chapter 29 we considered certain basic principles of government organization that the people of the United States have established for themselves and in which they wholeheartedly believe.

In this last chapter we shall review the basic principles of our Government and Constitution that have to do with the relationship of every citizen and inhabitant of this broad land to the governing organizations and groups in which he or she has membership. We believe that these basic principles are the strong foundation without which successful democracy cannot exist. The details that we give you in describing these principles are in some cases peculiar to the United States, but the principles themselves are the bedrock on which must be built up every "government of the people, by the people, for the people." (See Figure 60.)

★

THE PRINCIPLE OF REPRESENTATIVE GOVERNMENT

Our Constitution is based on the principle that the people actually take part in government through chosen rep-

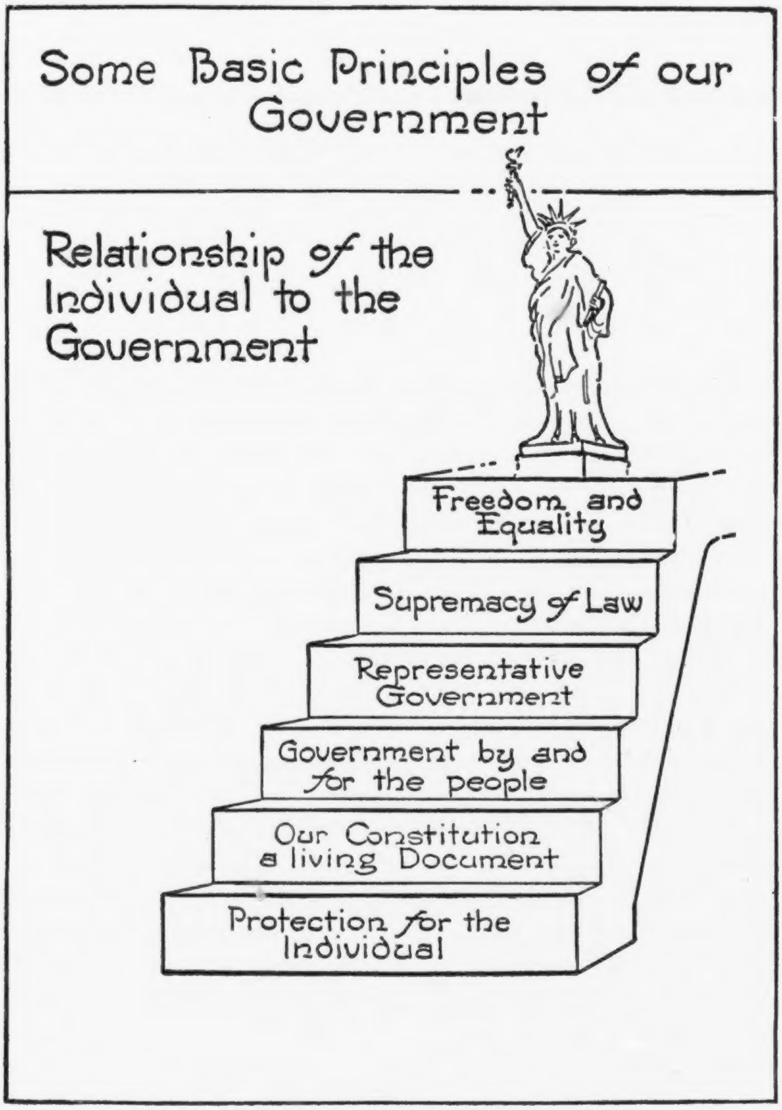

Some Basic Principles of our Government
Relationship of the Individual to the Government
Freedom and Equality
Supremacy of Law
Representative Government
Government by and for the people
Our Constitution a living Document
Protection for the Individual

Figure 60

Some Basic Principles of Our Government

resentatives. It is never possible to get all the people of this great country together in one place to make their own laws and to take a hand in the work of governing. But they must keep the final authority—the last word. So they elect a President, Vice President, and a national lawmaking body to represent them. And all over the country groups of voters choose State, county, city, and town officials to represent them in smaller government units. Such officials must do their work in a way that satisfies the wishes of a majority of the voters, or that majority is likely to vote them out of office and to choose other more satisfactory representatives. We have frequent elections in this country in order to give the people a chance to use this final authority.

In many other countries this is not true. The people who are being governed have no "last word"—sometimes they do not even have a first word or any word at all—about their government. Their laws and regulations, their taxation, their right to freedom and justice, are exactly what some person or group of persons at the top of the government wishes to give them, regardless of their desires.

In our country, even the President of the United States must go to the polling place on election day and cast his ballot like any other voter, if he wishes to do his full duty as a citizen. And his vote counts exactly as much as that of his *humblest* fellow citizen, and no more. On election day he proves that he too is one of "the governed," with the same right as the rest to help choose his representatives in the government of his country.

THE PRINCIPLE THAT THE CONSTITUTION IS A LIVING DOCUMENT AND MAY BE CHANGED TO MEET CHANGING CONDITIONS

You learned very early in this book that when the representatives of the 13 original States were drawing up the Constitution they recognized that they could not *devise* a system of government that would remain in effect for many years without change. So they gave to the Constitution its Fifth Article, which makes provision for the adoption of amendments whenever the people and their representatives in the Congress decide that changes are necessary. This keeps the Constitution from being *rigid* and unchangeable and from getting out of date as the Nation grows and develops. It is one of the reasons why the Constitution of the United States is today the oldest written constitution still in force. If you turn back to Figure 18 you will see at a glance the method by which our Constitution may be amended.

We have changed our Constitution by formal amendment 26 times. Look at Figures 20 and 21 and study the many important additions and changes that have been made by these amendments.

We have developed the meaning of our Constitution by informal methods also. Many powers implied in the Constitution have been brought out more clearly by court decisions. The Constitution has been the foundation on which many *amplifying* acts of Congress, regulations, and customs have been built. If you will turn back to Figure 22 you will see a list of the various ways in which the meaning of our Constitution has been developed.

Because our Constitution can be changed by formal amendments and developed by informal methods to meet our needs we call it a living document. When we wish to change any part of our Government we can do so in an orderly manner and according to the will of the people.

THE PRINCIPLE OF THE SUPREMACY OF THE LAW

Our laws are higher than any one man or group of men. No person in our country is so great that he can freely disobey or disregard our law. No person is so poor or so needy that he is refused the protection of the law. All our officials in our 50 States and in our Nation are bound by their oaths of office to uphold the Constitution and laws of our country. No official—not even the President of the United States—has a right to issue decrees or orders that are contrary to the laws enacted by the lawmaking representatives of the people.

THE PRINCIPLE OF FREEDOM AND EQUALITY

We citizens of the United States have always loved our freedom—our freedom to work and to play, to think and to talk, to make plans and to improve ourselves and our families. We believe that all men and women—rich and poor alike—share equally the rights of life, liberty, and the pursuit of happiness. The objective of our Government is to protect this freedom and these rights for us. But we ourselves must share these rights with our neighbors and with all the people. We do not have the right, for instance, to live like *drones* at the public expense; or the right to neglect the economic or social problems of our community; or the right to pursue happiness by interfering with the rights of other people. No one—not even the Government itself—has authority to take away the human rights of law-abiding persons.

The right of qualified persons to vote cannot be taken away from them because they are of a certain race, color, or sex, or have not paid a tax. The vote of every qualified person is given equal value.

Our officials are elected or appointed to their offices in a peaceful manner. They do not inherit their offices from someone else. They do not get them because they were born in certain families or classes. When an immigrant becomes a naturalized citizen, he or she becomes just as eligible as a native-born citizen for any office in our Government, except that of President or Vice President.

THE PRINCIPLE OF THE PROTECTION OF THE RIGHTS OF THE INDIVIDUAL

One of the principles of our Constitution is the protection of basic human rights. Most of these rights are described in the first 10 amendments of the Federal Constitution, which are known as the Bill of Rights.

Our people have the right to speak, write, print, or publish their opinions with the utmost freedom. We have always believed that freedom of speech and freedom of the press are valuable aids to independent thinking. This is very important in a democracy where the people elect their own representatives and help to solve their own problems.

In this country all persons have the right to assemble peaceably in groups at any time. These groups may meet for any lawful purpose. They may wish to discuss matters about the government or they may wish to petition the government for something that they believe they need. Our entire group life in this country is based on the right of our people to meet together for any peaceable purpose. (Review Figure 24 in connection with this principle.)

No matter whether a person living in our country is rich or poor, weak or strong, our Constitution guarantees that he will not have his life, liberty, or property taken away without "due process of law." This means that he must be given a chance to be heard and to have his side of the question seriously considered by the Government, according to well-understood legal rules.

Our people have a right to be the masters of their own homes. The Constitution makes it unlawful for a Federal officer to search a home or take away any property from it without having a formal warrant (permit from the Government) to do so.

If a person is accused of having committed a crime, our courts are required to regard him as innocent until he has been proved guilty. This prevents a person from being convicted without convincing proof of his guilt. During a criminal trial the accused person need not testify unless he wishes to do so. Even if the person is found guilty, the court cannot order a cruel or unusual punishment or an unreasonably large fine. If a person has been arrested and tried for a crime and found not guilty, he cannot legally be tried a second time for the same offense.

THE PRINCIPLE OF GOVERNMENT BY AND FOR THE PEOPLE

In our system of democracy, government must always be the servant of the people. In this country any person has the right to ask the Government for help in meeting the problems of his life and work. Any person in this country, for example, has the privilege of addressing and sending a letter to the President of the United States, as the head of the people's government, asking for help or suggesting improvements; and a great many persons do so. This is a part of the constitutional right of the people to petition for the "redress of grievances." Unless the letter is unreasonable and evidently unworthy of serious consideration, the President or someone in his office may either answer it or refer it to the appropriate executive agency for prompt attention.

As we pointed out in chapter 28, when discussing the various contacts of our Government with the people, this same situation exists with regard to the appeals of individual citizens to Members of the Congress. Senators and Congressmen are giving constant attention to the affairs of their constituents and are furnishing many services for their benefit. The doors of government offices open easily, and with a ready invitation, to those who hold the final authority in a democracy.

The people have set up a government because they know they must delegate their great authority if it is to be used cooperatively for the benefit of all. Someone must govern the people, but "with the consent of the governed." We believe that we have described in this book an effective system of people's government, aimed and directed toward the happiness and well-being of all the people equally.

THINGS TO DO

Questions to discuss in your study group:

1. Tell in your own words what a government "of the people, by the people, for the people" means to you.

2. Why are government officials sometimes called "servants of the people"?

3. What do we mean when we say we can change and develop our Constitution by formal and informal methods?

4. Can the President issue effective orders that are contrary to law?

5. What does the principle of freedom and equality mean to you in your own everyday life?

6. Can you become President of the United States? Why or why not?

7. How many rights can you name that are guaranteed to you in the Bill of Rights?

8. Why do you want to become a citizen of the United States? You might make a list showing the rights that you will receive and another list showing some of the duties you will undertake as a citizen.

Some more words that the student should understand:

amplifying—enlarging, expanding.
devise—make up, plan, or prepare.
drones—persons too lazy to work.
humblest—most modest or least known.
rigid—stiff, unbending, unable to change in form.

* * *

The Declaration of Independence

IN CONGRESS, JULY 4, 1776

The Unanimous Declaration of the Thirteen United States of America

When in the course of human events, it becomes necessary for one people to dissolve the political bands which have connected them with another, and to assume among the powers of the earth, the separate and equal station to which the laws of Nature and of Nature's God entitle them, a decent respect to the opinions of mankind requires that they should declare the causes which impel them to the separation.

We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable rights, that among these are life, liberty and the pursuit of happiness. That to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed,—That whenever any form of government becomes destructive of these ends, it is the right of the people to alter or to abolish it, and to institute new government, laying its foundation on such principles and organizing its powers in such form, as to them shall seem most likely to effect their safety and happiness. Prudence, indeed, will dictate that governments long established should not be changed for light and transient causes; and accordingly all experience hath shown, that mankind are more disposed to suffer, while evils are sufferable, than to right themselves by abolishing the forms to which they are accustomed. But when a long train of abuses and usurpations, pursuing invariably the same object evinces a design to reduce them under absolute despotism, it is their right, it is their duty, to throw off such government, and to provide new guards for their future security.—Such has been the patient sufferance of these Colonies; and such is now the necessity which constrains them to alter their former systems of government. The history of the present King of Great Britain is a history of repeated injuries and usurpations, all having in direct object the establishment of an absolute tyranny over these States. To prove this, let facts be submitted to a candid world.

He has refused his assent to laws, the most wholesome and necessary for the public good.

He has forbidden his Governors to pass laws of immediate and pressing importance, unless suspended in their operation till his assent should be obtained; and when so suspended, he has utterly neglected to attend to them.

He has refused to pass other laws for the accomodation of large districts of people, unless those people would relinquish the right of representation in the legislature, a right inestimable to them and formidable to tyrants only.

He has called together legislative bodies at places unusual, uncomfortable, and distant from the depository of their public records, for the sole purpose of fatiguing them into compliance with his measures.

He has dissolved Representative Houses repeatedly, for opposing with manly firmness his invasions on the rights of the people.

He has refused for a long time, after such dissolutions, to cause others to be elected; whereby the legislative powers, incapable of annihilation, have returned to the people at large for their exercise; the State remaining in the mean time exposed to all the dangers of invasion from without, and convulsions within.

He has endeavoured to prevent the population of these States; for that purpose obstructing the laws for naturalization of foreigners; refusing to pass others to encourage their migrations hither, and raising the conditions of new appropriations of lands.

He has obstructed the administration of justice, by refusing his assent to laws for establishing judiciary powers.

He has made judges dependent on his will alone, for the tenure of their offices, and the amount and payment of their salaries.

He has erected a multitude of new offices, and sent hither swarms of officers to harass our people, and eat out their substance.

He has kept among us, in times of peace, standing armies without the consent of our legislatures.

He has affected to render the military independent of and superior to the civil power.

He has combined with others to subject us to a jurisdiction foreign to our constitution, and unacknowledged by our laws; giving his assent to their acts of pretended legislation:

For quartering large bodies of armed troops among us:

For protecting them, by a mock trial, from punishment for any murders which they should commit on the inhabitants of these States:

For cutting off our trade with all parts of the world:

For imposing taxes on us without our consent:

For depriving us in many cases, of the benefits of trial by jury:

For transporting us beyond seas to be tried for pretended offenses:

For abolishing the free system of English laws in a neighbouring province, establishing therein an arbitrary government, and enlarging its boundaries so as to render it at once an example and fit instrument for introducing the same absolute rule into these colonies:

For taking away our charters, abolishing our most valuable laws, and altering fundamentally the forms of our governments:

For suspending our own legislatures, and declaring themselves invested with power to legislate for us in all cases whatsoever.

He has abdicated government here, by declaring us out of his protection and waging war against us.

He has plundered our seas, ravaged our coasts, burnt our towns, and destroyed the lives of our people.

He is at this time transporting large armies of foreign mercenaries to complete the works of death, desolation and tyranny, already begun with circumstances of cruelty and perfidy scarcely paralleled in the most barbarous ages, and totally unworthy the head of a civilized nation.

He has constrained our fellow citizens taken captive on the high seas to bear arms against their country, to become the executioners of their friends and brethren, or to fall themselves by their hands.

He has excited domestic insurrections amongst us, and has endeavoured to bring on the inhabitants of our frontiers, the merciless Indian savages, whose known rule of warfare is an undistinguished destruction of all ages, sexes and conditions.

In every stage of these oppressions we have petitioned for redress in the most humble terms: Our repeated petitions have been answered only by repeated injury. A prince, whose character is thus marked by every act which may define a tyrant, is unfit to be the ruler of a free people.

Nor have we been wanting in attentions to our British brethren. We have warned them from time to time of attempts by their legislature to extend an unwarrantable jurisdiction over us. We have reminded them of the circumstances of our emigration and settlement here. We have appealed to their native justice and magnanimity, and we have conjured them by the ties of our common kindred to disavow these usurpations, which, would inevitably interrupt our connections and correspondence. They too have been deaf to the voice of justice and of consanguinity. We must, therefore, acquiesce in the necessity which denounces our separation, and hold them, as we hold the rest of mankind, enemies in war, in peace friends.

WE, THEREFORE, the Representatives of the United States of America, in General Congress, Assembled, appealing to the Supreme Judge of the world for the rectitude of our intentions, do, in the name, and by authority of the good people of these Colonies, solemnly publish and declare, That these United Colonies are, and of right ought to be FREE AND INDEPENDENT STATES; that they are absolved from all allegiance to the British Crown, and that all political connection between them and the State of Great Britain, is and ought to be totally dissolved; and that as free and independent States, they have full power to levy war, conclude peace, contract alliances, establish commerce, and to do all other acts and things which independent States may of right do. And for the support of this Declaration, with a firm reliance on the protection of Divine Providence, we mutually pledge to each other our lives, our fortunes and our sacred honor.

JOHN HANCOCK.

New Hampshire

JOSIAH BARTLETT
WM. WHIPPLE
MATTHEW THORNTON

Massachusetts Bay

SAML ADAMS
JOHN ADAMS
ROBT TREAT PAINE
ELBRIDGE GERRY

Rhode Island

STEP. HOPKINS
WILLIAM ELLERY

Connecticut

ROGER SHERMAN
SAML HUNTINGTON
WM. WILLIAMS
OLIVER WOLCOTT

New York

WM FLOYD
PHIL. LIVINGSTON
FRANS. LEWIS
LEWIS MORRIS

New Jersey

Richd. Stockton
Jno Witherspoon
Fras. Hopkinson
John Hart
Abra Clark

Pennsylvania

Robt Morris
Benjamin Rush
Benja. Franklin
John Morton
Geo. Clymer
Jas. Smith
Geo. Taylor
James Wilson
Geo. Ross

Delaware

Caesar Rodney
Geo Read
Tho M'Kean

Maryland

Samuel Chase
Wm. Paca
Thos. Stone
Charles Carroll
of Carrollton

Virginia

George Wythe
Richard Henry Lee
Th Jefferson
Benja. Harrison
Thos. Nelson jr.
Francis Lightfoot Lee
Carter Braxton

North Carolina

Wm Hooper
Joseph Hewes
John Penn

South Carolina

Edward Rutledge.
Thos Heyward junr.
Thomas Lynch junr.
Arthur Middleton

Georgia

Button Gwinnett
Lyman Hall
Geo Walton.

* * *

Constitution of the United States of America

PREAMBLE

WE THE PEOPLE of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

ARTICLE I

SECTION 1. All legislative powers herein granted shall be vested in a Congress of the United States, which shall consist of a Senate and House of Representatives.

SECTION 2. The House of Representatives shall be composed of members chosen every second year by the people of the several States, and the electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State Legislature.

No person shall be a representative who shall not have attained to the age of twenty-five years, and been seven years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State in which he shall be chosen.

Representatives and direct taxes shall be apportioned among the several States which may be included within this Union, according to their respective numbers, which shall be determined by adding to the whole number of free persons, including those bound to service for a term of years, and excluding Indians not taxed, three-fifths of all other persons. The actual enumeration shall be made within three years after the first meeting of the Congress of the United States, and within every subsequent term of ten years, in such manner as they shall by law direct.

The number of representatives shall not exceed one for every thirty thousand, but each State shall have at least one representative; and until such enumeration shall be made, the State of New Hampshire shall be entitled to choose three, Massachusetts eight, Rhode Island and Providence Plantations one, Connecticut five, New York six, New Jersey four, Pennsylvania eight, Delaware one, Maryland six, Virginia ten, North Carolina five, South Carolina five, and Georgia three.

When vacancies happen in the representation from any State, the Executive authority thereof shall issue writs of election to fill such vacancies.

The House of Representatives shall choose their Speaker and other officers; and shall have the sole power of impeachment.

SECTION 3. The Senate of the United States shall be composed of two senators from each State, chosen by the legislature thereof, for six years and each senator shall have one vote.

Immediately after they shall be assembled in consequence of the first election, they shall be divided as equally as may be into three classes. The seats of the senators of the first class shall be vacated at the expiration of the second year, of the second class at the expiration of the fourth year, and of the third class at the expiration of the sixth year, so that one-third may be chosen every second year; and if vacancies happen by resignation, or otherwise, during the recess of the legislature of any State, the executive thereof may make temporary appointments until the next meeting of the legislature, which shall then fill such vacancies.

No person shall be a senator who shall not have attained to the age of thirty years, and been nine years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State for which he shall be chosen.

The Vice President of the United States shall be President of the Senate, but shall have no vote, unless they be equally divided.

The Senate shall choose their other officers, and also a President pro tempore, in the absence of the Vice President, or when he shall exercise the office of President of the United States.

The Senate shall have the sole power to try all impeachments. When sitting for that purpose, they shall be on oath or affirmation. When the President of the United States is tried, the Chief Justice shall preside: And no person shall be convicted without the concurrence of two thirds of the members present.

Judgment in cases of impeachment shall not extend further than to removal from office, and disqualification to hold and enjoy any office or honor, trust or profit under the United States: but the party convicted shall nevertheless be liable and subject to indictment, trial, judgment and punishment, according to law.

Section 4. The times, places and manner of holding elections for senators and representatives, shall be prescribed in each State by the legislature thereof; but the Congress may at any time by law make or alter such regulations, except as to the places of choosing senators.

The Congress shall assemble at least once in every year, and such meeting shall be on the first Monday in December, unless they shall by law appoint a different day.

Section 5. Each house shall be the judge of the elections, returns and qualifications of its own members, and a majority of each shall constitute a quorum to do business; but a smaller number may adjourn from day to day, and may be authorized to compel the attendance of absent members, in such manner, and under such penalties as each house may provide.

Each house may determine the rules of its proceedings, punish its members for disorderly behaviour, and, with the concurrence of two-thirds, expel a member.

Each house shall keep a journal of its proceedings, and from time to time publish the same, excepting such parts as may in their judgment require secrecy; and the yeas and the nays of the members of either house on any question shall, at the desire of one-fifth of those present, be entered on the journal.

Neither house, during the session of Congress, shall, without the consent of the other, adjourn for more than three days, nor to any other place than that in which the two houses shall be sitting.

SECTION 6. The senators and representatives shall receive a compensation for their services, to be ascertained by law, and paid out of the Treasury of the United States. They shall in all cases, except treason, felony and breach of the peace, be privileged from arrest during their attendance at the session of their respective houses, and in going to and returning from the same; and for any speech or debate in either house, they shall not be questioned in any other place.

No senator or representative shall, during the time for which he was elected, be appointed to any civil office under the authority of the United States, which shall have been created, or the emoluments whereof shall have been increased during such time; and no person holding any office under the United States, shall be a member of either house during his continuance in office.

SECTION 7. All bills for raising revenue shall originate in the House of Representatives; but the Senate may propose or concur with amendments as on other bills.

Every bill which shall have passed the House of Representatives and the Senate, shall, before it become a law, be presented to the President of the United States; if he approves he shall sign it, but if not he shall return it, with his objections to that house in which it shall have originated, who shall enter the objections at large on their journal, and proceed to reconsider it. If after such reconsideration two thirds of that House shall agree to pass the bill, it shall be sent, together with the objections, to the other House, by which it shall likewise be reconsidered, and if approved by two thirds of that House, it shall become a law. But in all such cases the votes of both

Houses shall be determined by yeas and nays, and the names of the persons voting for and against the bill shall be entered on the journal of each House respectively. If any bill shall not be returned by the President within ten days (Sundays excepted) after it shall have been presented to him, the same shall be a law, in like manner as if he had signed it, unless the Congress by their adjournment prevent its return, in which case it shall not be a law.

Every order, resolution, or vote to which the concurrence of the Senate and House of Representatives may be necessary (except on a question of adjournment) shall be presented to the President of the United States; and before the same shall take effect, shall be approved by him, or being disapproved by him, shall be repassed by two thirds of the Senate and House of Representatives, according to the rules and limitations prescribed in the case of a bill.

SECTION 8. The Congress shall have power to lay and collect taxes, duties, imposts and excises, to pay the debts and provide for the common defense and general welfare of the United States; but all duties, imposts and excises shall be uniform throughout the United States;

To borrow money on the credit of the United States;

To regulate commerce with foreign nations, and among the several States, and with the Indian tribes;

To establish a uniform rule of naturalization, and uniform laws on the subject of bankruptcies throughout the United States;

To coin money, regulate the value thereof, and of foreign coin, and fix the standard of weights and measures;

To provide for the punishment of counterfeiting the securities and current coin of the United States;

To establish post offices and post roads;

To promote the progress of science and useful arts, by securing for limited times to authors and inventors the exclusive right to their respective writings and discoveries;

To constitute tribunals inferior to the Supreme Court;

To define and punish piracies and felonies committed on the high seas, and offenses against the law of nations;

To declare war, grant letters of marque and reprisal, and make rules concerning captures on land and water;

To raise and support armies, but no appropriation of money to that use shall be for a longer term than two years;

To provide and maintain a Navy;

To make rules for the government and regulation of the land and naval forces;

To provide for calling forth the militia to execute the laws of the Union, suppress insurrections and repel invasions;

To provide for organizing, arming, and disciplining the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the States respectively, the appointment of the officers, and the authority of training the militia according to the discipline prescribed by Congress;

To exercise exclusive legislation in all cases whatsoever, over such district (not exceeding ten miles square) as may, by cession of particular States, and the acceptance of Congress, become the seat of the Government of the United States, and to exercise like authority over all places purchased by the consent of the legislature of the State in which the same shall be, for the erection of forts, magazines, arsenals, dock-yards, and other needful buildings;—And

To make all laws which shall be necessary and proper for carrying into execution the foregoing powers, and all other powers vested by this Constitution in the Government of the United States, or in any department or officer therof.

SECTION 9. The migration or importation of such persons as any of the States now existing shall think proper to admit, shall not be prohibited by the Congress prior to the year one thousand eight hundred and eight, but a tax or duty may be imposed on such importation, not exceeding ten dollars for each person.

The privilege of the writ of habeas corpus shall not be suspended, unless when in cases of rebellion or invasion the public safety may require it.

No bill of attainder or ex post facto law shall be passed.

No capitation, or other direct, tax shall be laid, unless in proportion to the census or enumeration herein before directed to be taken.

No tax or duty shall be laid on articles exported from any State.

No preference shall be given by any regulation of commerce or revenue to the ports of one State over those of another: nor shall vessels bound to, or from, one State, be obliged to enter, clear, or pay duties in another.

No money shall be drawn from the Treasury, but in consequence of appropriations made by law; and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time.

No title of nobility shall be granted by the United States: And no person holding any office of profit or trust under them, shall, without the consent of the Congress, accept of any present, emolument, office, or title, of any kind whatever, from any King, Prince, or foreign State.

SECTION. 10. No State shall enter into any treaty, alliance, or confederation; grant letters of marque and reprisal; coin money; emit bills of credit; make any thing but gold and silver coin a tender in payment of debts; pass any bill of attainder, ex post facto law, or law impairing the obligation of contracts, or grant any title of nobility.

No State shall, without the consent of the Congress, lay any imposts or duties on imports or exports, except what may be absolutely necessary for executing its inspection laws: and the net produce of all duties and imposts, laid by any State on imports or exports, shall be for the use of the Treasury of the United States; and all such laws shall be subject to the revision and control of the Congress.

No State shall, without the consent of Congress, lay any duty of tonnage, keep troops, or ships of war in time of peace, enter into any agreement or compact with another State, or with a foreign power, or engage in war, unless actually invaded, or in such imminent danger as will not admit of delay.

ARTICLE II

SECTION 1. The executive power shall be vested in a President of the United States of America. He shall hold his office during the term of four years, and, together with the Vice President, chosen for the same term, be elected, as follows:

Each State, shall appoint, in such manner as the legislature thereof may direct, a number of electors, equal to the whole number of senators and representatives to which the State may be entitled in the Congress; but no senator or representative, or person holding an office of trust or profit under the United States, shall be appointed an elector.

The electors shall meet in their respective States, and vote by ballot for two persons, of whom one at least shall not be an inhabitant of the same State with themselves. And they shall make a list of all the persons voted for, and of the number of votes for each; which list they shall sign and certify, and transmit sealed to the seat of the Government of the United States, directed to the President of the Senate. The President of the Senate shall, in the presence of the Senate and House of Representatives, open all the certificates, and the votes shall then be counted. The person having the greatest number of votes shall be the President, if such number be a majority of the whole number of electors appointed; and if there be more than one who have such majority, and have an equal number of votes, then the House of Representatives shall immediately choose by ballot one of them for President;

and if no person have a majority, then from the five highest on the list the said House shall in like manner choose the President. But in choosing the President, the votes shall be taken by States, the representation from each State having one vote; a quorum for this purpose shall consist of a member or members from two thirds of the States, and a majority of all the States shall be necessary to a choice. In every case, after the choice of the President, the person having the greatest number of votes of the electors shall be the Vice President. But if there should remain two or more who have equal votes, the Senate shall choose from them by ballot the Vice President.

The Congress may determine the time of choosing the electors, and the day on which they shall give their votes; which day shall be the same throughout the United States.

No person except a natural born citizen, or a citizen of the United States, at the time of the adoption of this Constitution, shall be eligible to the office of President; neither shall any person be eligible to that office who shall not have attained to the age of thirty-five years, and been fourteen years a resident within the United States.

In case of the removal of the President from office, or of his death, resignation, or inability to discharge the powers and duties of the said office, the same shall devolve on the Vice President, and the Congress may by law provide for the case of removal, death, resignation, or inability, both of the President and Vice President, declaring what officer shall then act as President, and such officer shall act accordingly, until the disability be removed, or a President shall be elected.

The President shall, at stated times, receive for his services, a compensation, which shall neither be increased nor diminished during the period for which he shall have been elected, and he shall not receive within that period any other emolument from the United States, or any of them.

Before he enter on the execution of his office, he shall take the following oath or affirmation:—"I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will to the best of my ability, preserve, protect and defend the Constitution of the United States."

SECTION 2. The President shall be Commander in Chief of the Army and Navy of the United States, and of the militia of the several States, when called into the actual service of the United States; he may require the opinion, in writing, of the principal officer in each of the Executive Departments, upon any subject relating to the duties of their respective offices, and he shall have power to grant reprieves and pardons for offenses against the United States, except in cases of impeachment.

He shall have power, by and with the advice and consent of the Senate, to make treaties, provided two thirds of the Senators present concur; and he shall nominate, and by and with the advice and consent of the Senate, shall appoint ambassadors, other public ministers and consuls, Judges of the Supreme Court, and all other officers of the United States, whose appointments are not herein otherwise provided for, and which shall be established by law: but the Congress may by law vest the appointment of such inferior officers, as they think proper, in the President alone, in the courts of law, or in the heads of departments.

The President shall have power to fill up all vacancies that may happen during the recess of the Senate, by granting commissions which shall expire at the end of their next session.

SECTION 3. He shall from time to time give to the Congress information of the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient; he may, on extraordinary occasions, convene both houses, or either of them, and in case of disagreement between them, with respect to the time of adjournment, he may adjourn them to such time as he shall think proper; he shall receive ambassadors and other public ministers; he shall take care that the laws be faithfully executed, and shall commission all the officers of the United States.

Section 4. The President, Vice President and all civil officers of the United States, shall be removed from office on impeachment for, and conviction of, treason, bribery, or other high crimes and misdemeanors.

Article III

Section 1. The judicial power of the United States, shall be vested in one Supreme Court, and in such inferior courts as the Congress may from time to time ordain and establish. The judges, both of the supreme and inferior courts, shall hold their offices during good behaviour, and shall, at stated times, receive for their services, a compensation, which shall not be diminished during their continuance in office.

Section 2. The judicial power shall extend to all cases, in law and equity, arising under this Constitution, the laws of the United States, and treaties made, or which shall be made, under their authority;—to all cases affecting ambassadors, other public ministers and consuls;—to all cases of admiralty and maritime jurisdiction;—to controversies to which the United States shall be a party;—to controversies between two or more States;—between a State and citizens of another State;—between citizens of different States,—between citizens of the same State claiming lands under grants of different States, and between a State, or the citizens thereof, and foreign States, citizens or subjects.

In all cases affecting ambassadors, other public ministers and consuls, and those in which a State shall be a party, the Supreme Court shall have original jurisdiction. In all the other cases before mentioned, the Supreme Court shall have appellate jurisdiction, both as to law and fact, with such exceptions, and under such regulations as the Congress shall make.

The trial of all crimes, except in cases of impeachment, shall be by jury; and such trial shall be held in the State where the said crimes shall have been committed; but when not committeed within any State, the trial shall be at such place or places as the Congress may by law have directed.

SECTION 3. Treason against the United States, shall consist only in levying war against them, or in adhering to their enemies, giving them aid and comfort. No person shall be convicted of treason unless on the testimony of two witnesses to the same overt act, or on confession in open court.

The Congress shall have power to declare the punishment of treason, but no attainder of treason shall work corruption of blood, or forfeiture except during the life of the person attainted.

ARTICLE IV

SECTION 1. Full faith and credit shall be given in each State to the public acts, records, and judicial proceedings of every other State. And the Congress may by general laws prescribe the manner in which such acts, records and proceedings shall be proved, and the effect thereof.

SECTION 2. The citizens of each State shall be entitled to all privileges and immunities of citizens in the several States.

A person charged in any State with treason, felony, or other crime, who shall flee from justice, and be found in another State, shall on demand of the executive authority of the State from which he fled, be delivered up, to be removed to the State having jurisdiction of the crime.

No person held to service or labour in one State, under the laws thereof, escaping into another, shall, in consequence of any law or regulation therein, be discharged from such service or labour, but shall be delivered up on claim of the party to whom such service or labour may be due.

SECTION 3. New States may be admitted by the Congress into this Union; but no new State shall be formed or erected within the jurisdiction of any other State; nor any State be formed by the junction of two or more States, or parts of States, without the consent of the legislatures of the States concerned as well as of the Congress.

The Congress shall have power to dispose of and make all needful rules and regulations respecting the Territory or other property belonging to the United States; and nothing in this Constitution shall be so construed as to prejudice any claims of the United States, or of any particular State.

SECTION 4. The United States shall guarantee to every State in this Union a republican form of Government, and shall protect each of them against invasion; and on application of the legislature, or of the executive (when the legislature cannot be convened) against domestic violence.

ARTICLE V

The Congress, whenever two thirds of both Houses shall deem it necessary, shall propose amendments to this Constitution, or on the application of the legislatures of two thirds of the several States, shall call a convention for proposing amendments, which, in either case, shall be valid to all intents and purposes, as part of this Constitution, when ratified by the legislatures of three fourths of the several States, or by conventions in three fourths thereof, as the one or the other mode of ratification may be proposed by the Congress; provided that no amendment which may be made prior to the year one thousand eight hundred and eight shall in any manner affect the first and fourth clauses in the Ninth Section of the First Article; and that no State, without its consent, shall be deprived of its equal suffrage in the Senate.

ARTICLE VI

All debts contracted and engagements entered into, before the adoption of this Constitution, shall be as valid against the United States under this Constitution, as under the Confederation.

This Constitution, and the laws of the United States which shall be made in pursuance thereof; and all treaties made, or which shall be made, under the authority of the United States, shall be the supreme law of the land; and the judges in every State shall be bound thereby, any thing in the Constitution or laws of any State to the contrary notwithstanding.

The senators and representatives before mentioned, and the members of the several State legislatures, and all executive and judicial officers, both of the United States and of the several States, shall be bound by oath or affirmation, to support this Constitution; but no religious test shall ever be required as a qualification to any office or public trust under the United States.

ARTICLE VII

The ratification of the conventions of nine States shall be sufficient for the establishment of this Constitution between the States so ratifying the same.

Done in convention by the unanimous consent of the States present the seventeenth day of September in the year of our Lord one thousand seven hundred and eighty seven and of the Independence of the United States of American the twelfth. In witness whereof we have hereunto subscribed our names,

GO. WASHINGTON—*Presid't.*
and deputy from Virginia

Attest WILLIAM JACKSON *Secretary*

New Hampshire

JOHN LANGDON
NICHOLAS GILMAN

Massachusetts

NATHANIEL GORHAM
RUFUS KING

Connecticut

WM. SAML. JOHNSON
ROGER SHERMAN

New York

Alexander Hamilton

New Jersey

Wil: Livingston
David Brearley
Wm. Paterson
Jona: Dayton

Pennsylvania

B. Franklin
Thomas Mifflin
Robt Morris
Geo. Clymer
Thos. FitzSimons
Jared Ingersoll
James Wilson
Gouv Morris

Delaware

Geo: Read
Gunning Bedford jun
John Dickinson
Richard Bassett
Jaco: Broom

Maryland

James McHenry
Dan of St. Thos. Jenifer
Danl Carroll

Virginia

John Blair—
James Madison jr.

North Carolina

Wm. Blount
Richd. Dobbs Spaight
Hu Williamson

South Carolina

J. Rutledge
Charles Cotesworth Pinckney
Charles Pinckney
Pierce Butler

Georgia

William Few
Abr Baldwin

☆ ☆ ☆ ☆

Amendments

Article I

Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.

Article II

A well regulated militia, being necessary to the security of a free State, the right of the people to keep and bear arms, shall not be infringed.

Article III

No soldier shall, in time of peace be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

Article IV

The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

Article V

No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a Grand Jury, except in cases arising in the land of naval forces, or in the militia, when in actual service in time of war or public danger; nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation.

Article VI

In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the State and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to have the assistance of counsel for his defense.

Article VII

In suits at common law, where the value in controversy shall exceed twenty dollars, the right of trial by jury shall be preserved, and no fact tried by a jury, shall be otherwise reexamined in any court of the United States, than according to the rules of the common law.

Article VIII

Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted.

Article IX

The enumeration in the Constitution, of certain rights, shall not be construed to deny or disparage others retained by the people.

Article X

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

ARTICLE XI

The judicial power of the United States shall not be construed to extend to any suit in law or equity, commenced or prosecuted against one of the United States by citizens of another State, or by citizens or subjects of any foreign State.

ARTICLE XII

The electors shall meet in their respective States, and vote by ballot for President and Vice President, one of whom, at least, shall not be an inhabitant of the same State with themselves; they shall name in their ballots the person voted for as President, and in distinct ballots the person voted for as Vice President, and they shall make distinct lists of all persons voted for as President, and of all persons voted for as Vice President, and of the number of votes for each, which lists they shall sign and certify, and transmit sealed to the seat of the government of the United States, directed to the President of the Senate;—The President of the Senate shall, in the presence of the Senate and House of Representatives, open all the certificates and the votes shall then be counted;—The person having the greatest number of votes for President, shall be the President, if such number be a majority of the whole number of electors appointed; and if no person have such majority, then from the persons having the highest numbers not exceeding three on the list of those voted for as President, the House of Representatives shall choose immediately, by ballot, the President. But in choosing the President, the votes shall be taken by States, the representation from each State having one vote; a quorum for this purpose shall consist of a member or members from two-thirds of the States, and a majority of all the States shall be necessary to a choice. And if the House of Representatives shall not choose a President whenever the right of choice shall devolve upon them, before the fourth day of March next following, then the

Vice President shall act as President, as in the case of the death or other constitutional disability of the President.—The person having the greatest number of votes as Vice President, shall be the Vice President, if such number be a majority of the whole number of electors appointed, and if no person have a majority, then from the two highest numbers on the list, the Senate shall choose the Vice President; a quorum for the purpose shall consist of two-thirds of the whole number of Senators, and a majority of the whole number shall be necessary to a choice. But no person constitutionally ineligible to the office of President shall be eligible to that of Vice President of the United States.

Article XIII

Section 1. Neither slavery nor involuntary servitude, except as a punishment for crime whereof the party shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction.

Section 2. Congress shall have power to enforce this article by appropriate legislation.

Article XIV

Section 1. All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside. No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws.

Section 2. Representatives shall be apportioned among the several States according to their respective numbers, counting the whole number of persons in each State, excluding Indians not taxed. But when the right to vote at any election for the choice of electors for President and

Vice President of the United States, Representatives in Congress, the executive and judicial officers of a State, or the members of the legislature thereof, is denied to any of the male inhabitants of such State, being twenty-one years of age, and citizens of the United States, or in any way abridged, except for participation in rebellion, or other crime, the basis of representation therein shall be reduced in the proportion which the number of such male citizens shall bear to the whole number of male citizens twenty-one years of age in such State.

SECTION 3. No person shall be a Senator or Representative in Congress, or elector of President and Vice President, or hold any office, civil or military, under the United States, or under any State, who, having previously taken an oath, as a member of Congress, or as an officer of the United States, or as a member of any State legislature, or as an executive or judicial officer of any State, to support the Constitution of the United States, shall have engaged in insurrection or rebellion against the same, or given aid or comfort to the enemies thereof. But Congress may by a vote of two-thirds of each house, remove such disability.

SECTION 4. The validity of the public debt of the United States, authorized by law, including debts incurred for payment of pensions and bounties for services in suppressing insurrection or rebellion, shall not be questioned. But neither the United States nor any State shall assume or pay any debt or obligation incurred in aid of insurrection or rebellion against the United States, or any claim for the loss or emancipation of any slave; but all such debts, obligations and claims shall be held illegal and void.

SECTION 5. The Congress shall have power to enforce, by appropriate legislation, the provisions of this article.

ARTICLE XV

SECTION 1. The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any State on account of race, color, or previous condition of servitude.

Section 2. The Congress shall have power to enforce this article by appropriate legislation.

Article XVI

The Congress shall have power to lay and collect taxes on incomes, from whatever source derived, without apportionment among the several States, and without regard to any census or enumeration.

Article XVII

Section 1. The Senate of the United States shall be composed of two senators from each State, elected by the people thereof, for six years; and each senator shall have one vote. The electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State legislatures.

Section 2. When vacancies happen in the representation of any State in the senate, the executive authority of such State shall issue writs of election to fill such vacancies: *Provided,* That the legislature of any State may empower the executive thereof to make temporary appointments until the people fill the vacancies by election as the legislature may direct.

Section 3. This amendment shall not be so construed as to affect the election or term of any senator chosen before it becomes valid as part of the Constitution.

Article XVIII

Section 1. After one year from the ratification of this article the manufacture, sale, or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof for beverage purposes is hereby prohibited.

Section 2. The Congress and the several States shall have concurrent power to enforce this article by appropriate legislation.

SECTION 3. This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of the several States, as provided in the Constitution, within seven years from the date of the submission hereof to the States by the Congress.

ARTICLE XIX

SECTION 1. The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any State on account of sex.

SECTION 2. Congress shall have power to enforce this article by appropriate legislation.

ARTICLE XX

SECTION 1. The terms of the President and Vice President shall end at noon on the 20th day of January, and the terms of Senators and Representatives at noon on the 3d day of January, of the years in which such terms would have ended if this article had not been ratified; and the terms of their successors shall then begin.

SECTION 2. The Congress shall assemble at least once in every year, and such meeting shall begin at noon on the 3d day of January, unless they shall by law appoint a different day.

SECTION 3. If, at the time fixed for the beginning of the term of the President, the President elect shall have died, the Vice President elect shall become President. If a President shall not have been chosen before the time fixed for the beginning of his term, or if the President elect shall have failed to qualify, then the Vice President elect shall act as President until a President shall have qualified; and the Congress may by law provide for the case wherein neither a President elect nor a Vice President elect shall have qualified, declaring who shall then act as President, or the manner in which one who is to act shall be selected, and such person shall act accordingly until a President or Vice President shall have qualified.

Section 4. The Congress may by law provide for the case of the death of any of the persons from whom the House of Representatives may choose a President whenever the right of choice shall have devolved upon them, and for the case of the death of any of the persons from whom the Senate may choose a Vice President whenever the right of choice shall have devolved upon them.

Section 5. Sections 1 and 2 shall take effect on the 15th day of October following the ratification of this article.

Section 6. This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of three-fourths of the several States within seven years from the date of its submission.

Article XXI

Section 1. The eighteenth article of amendment to the Constitution of the United States is hereby repealed.

Section 2. The transportation or importation into any State, Territory, or possession of the United States for delivery or use therein of intoxicating liquors, in violation of the laws therof, is hereby prohibited.

Section 3. This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by conventions in the several States, as provided in the Constitution, within seven years from the date of the submission hereof to the States by the Congress.

Article XXII

Section 1. No person shall be elected to the office of the President more than twice, and no person who has held the office of President, or acted as President, for more than 2 years of a term to which some other person was elected President shall be elected to the office of the President more than once. But this Article shall not apply to any person holding the office of President when this Article was proposed by the Congress, and shall not prevent any person who may be holding the office of President, or acting as President, during the term within which this Article becomes operative from holding the office of President or acting as President during the remainder of such term.

Section 2. This Article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of three-fourths of the several States within 7 years from the date of its submission to the States by the Congress.

Article XXIII

Section 1. The District constituting the seat of Government of the United States shall appoint in such manner as the Congress may direct:

A number of electors of President and Vice President equal to the whole number of Senators and Representatives in Congress to which the District would be entitled if it were a State, but in no event more than the least populous State; they shall be in addition to those appointed by the States, but they shall be considered, for the purposes of the election of President and Vice President, to be electors appointed by a State; and they shall meet in the District and perform such duties as provided by the twelfth article of amendment.

Section 2. The Congress shall have power to enforce this article by appropriate legislation.

Article XXIV

Section 1. The right of citizens of the United States to vote in any primary or other election for President or Vice President, for electors for President or Vice President, or for Senator or Representative in Congress, shall not be denied or abridged by the United States or any State by reason of failure to pay any poll tax or other tax.

Section 2. The Congress shall have power to enforce this article by appropriate legislation.

Article XXV

Section 1. In case of the removal of the President from office or of his death or resignation, the Vice President shall become President.

Section 2. Whenever there is a vacancy in the office of the Vice President, the President shall nominate a Vice President who shall take office upon confirmation by a majority vote of both Houses of Congress.

Section 3. Whenever the President transmits to the President pro tempore of the Senate and the Speaker of the House of Representatives his written declaration that he is unable to discharge the powers and duties of his office, and until he transmits to them a written declaration to the contrary, such powers and duties shall be discharged by the Vice President as Acting President.

Section 4. Whenever the Vice President and a majority of either the principal officers of the executive departments or of such other body as Congress may by law provide, transmit to the President pro tempore of the Senate and the Speaker of the House of Representatives their written declaration that the President is unable to discharge the powers and duties of his office, the Vice President shall immediately assume the powers and duties of the office as Acting President.

Thereafter, when the President transmits to the President pro tempore of the Senate and the Speaker of the House of Representatives his written declaration that no inability exists, he shall resume the powers and duties of his office unless the Vice President and a majority of either the principal officers of the executive department or of such other body as Congress may by law provide, transmit within four days to the President pro tempore of the Senate and the Speaker of the House of Representatives their written declaration that the President is unable to discharge the powers and duties of his office. Thereupon Congress shall decide the issue, assembling within forty-eight hours for that purpose if not in session.

If the Congress, within twenty-one days after receipt of the latter written declaration, or, if Congress is not in session, within twenty-one days after Congress is required to assemble, determines by two-thirds vote of both Houses that the President is unable to discharge the powers and duties of his office, the Vice President shall continue to discharge the same as Acting President; otherwise, the President shall resume the powers and duties of his office.

ARTICLE XXVI

Section 1. The right of citizens of the United States, who are 18 years of age or older, to vote shall not be denied or abridged by the United States or by any State on account of age.

Section 2. The Congress shall have power to enforce this article by appropriate legislation.

GLOSSARY

A

Word	*Meaning*	*As used on page*
abjure	declare under oath against a thing	13
abolish	put an end to	122
abridging	making smaller, decreasing	109
accurate	correct, true	148
accusation	charge of wrongdoing against a person	94
accused	the person charged with wrongdoing	94
acquitted	found not to be guilty	182
activities	things that a person or a group of persons do	26
adapted	changed to fit	99
adequate security	safety fully equal to any need	148
adjusted	arranged in a way that satisfies everybody	205
administered	offered with official guidance	254
admiration	great liking for	56
admission	permission to enter into or join	40
admitted	permitted to enter or join	11
adopted	accepted	57
advantages	things that are helpful	39
advocate	a person who urges some special course of action	65
affect	act upon or influence	168
agencies	groups of officials or other persons selected to do some special job	99
agricultural	connected with farming	51
alderman	a law-making or rule-making officer representing the people of a city	137
alien	a person who is not a citizen	13
allegiance	the duty of faithfulness which a person owes to his country	13
alliance	agreement of groups to cooperate	59
allot	give a share of something to	195
alter	change	122
ambassadors	the highest-ranking persons sent by one nation to represent it officially in dealing with other nations	82

Word	*Meaning*	*As used on page*
Amendment	a change in, or an addition to, a constitution or law	12
Americanization	the process by which foreign-born persons are helped to become good American citizens	6
amplifying	enlarging, expanding	330
ancestors	parents, grandparents, and their parents and grandparents all the way back	34
annexed	added or joined to something else	101
antisocial	against the good of the people	4
appeals	requests that a higher authority change a decision or correct a mistake of a lower authority	185
applicant	a person asking for something	14
application	the act of testing a general principle by putting it into practice	207
appointed	chosen for a job, but not by vote	31
appointment	the choice of an office-holder not made by vote	93
Appropriations	acts authorizing the Treasury Department to pay out money for special uses	244
areas	definite spaces of territory	101
argued	gave reasons in favor of or against	78
arguments	reasons in favor of or against	78
arrange	put things in order	37
arrest	take or keep a person by authority of law	124
arson	the malicious burning of property	209
art galleries	buildings or rooms in which paintings, statues, and other works of art are shown	164
article	a particular part of a writing consisting of two or more parts	76
articles	particular things	40
articles	written or printed statements of facts or reasons	78
Articles of Confederation.	written agreements for cooperation between the 13 independent State government groups after the Declaration of Independence	64
assemble	meet together	94

Word	*Meaning*	*As used on page*
assemblies	the meetings of a group; a word often used in connection with lawmaking groups	53
assenting	agreeing, or voting "yes"	76
"assessed valuation".	the money value set on property to determine how much it shall be taxed	185
assign	set apart	24
attachment	devotion or loyalty to	15
attention	thought and study applied to something	136
authority	power that must be obeyed	21
authorized	given power or the right to act	123
autocracies	governments in which one person has all the final authority	116
autocratic	governed by the power or authority of one person	22

B

bail	money or some other valuable object given to any government agency to make sure that a prisoner, if let go, will appear again for trial	94
ballot	an official paper given to a voter on which he may mark his vote	139
bankruptcy	inability to pay one's debts	129
basic factors	things at the foundation or base of, that work together to get results	21
basis	foundation	202
beverages	things to drink	95
billboards	large sign boards	153
Bill of Rights	an official statement of basic rights belonging to the people of a nation	84
binding	serving to connect persons or things closely together	55
bond	a written agreement to perform some duty honestly or, upon failure, to make good by paying to the person damaged by the failure a sum of money set aside for the purpose	184
borders	edges or boundary lines	33
boulevard	a fine city avenue or broad street	154

Word	*Meaning*	*As used on page*
bribery	the act of giving or receiving something of value for the purpose of influencing official action in an improper way	209
British	people of England, Scotland, and Wales	51
budget	a list showing money expected to be collected and money planned to be spent during a certain period	169
burdens	things heavy or hard to carrry	55
bureaus	offices for public business, smaller than Executive Departments, and the people who work in them	96
by its title	by the short descriptive statement printed at the beginning of each bill	245

C

Word	*Meaning*	*As used on page*
Cabinet Member	head of one of the 11 Executive Departments, and member of the President's advisory council	252
campaign	a struggle between political parties before an election	140
candidates	persons seeking office	21
Capital	place for the headquarters of the government	79
Capitol	the building in which the United States Congress meets at Washington, D.C.	223
carriers	persons, companies, or corporations in the transportation business	275
celebrated	made an important or a happy occasion of	59
ceremony	a formal program on a solemn or important public occasion	254
certificate	an official statement in writing or print telling some important fact	15
cession	giving up	101
chairman	person who takes charge of a meeting	24
charitable	doing good to those in distress	193
charters	sets of general rules authorized by the Government that are the foundations on which certain kinds of organizations are built up	31

Word	*Meaning*	*As used on page*
checks and balances	ways in which each principal branch of the Federal Government can prevent one of the other two branches from acting too fast or becoming too powerful	85
circuits	districts to be traveled over	183
circulated	passed around to people	78
citizen	a full member of a city, state, or nation	2
citizenship	membership in a city, state, or nation	2
civic organizations	groups working under officers for particular purposes and interested in the good of a city or community	3
civil rights	the private legal rights of a citizen and the protection of them	129
classify	divide into classes	3
clinic	an organization of doctors, usually connected with a hospital or medical school, that examines and treats sick or injured persons	21
collectively	through representatives authorized to make bargains that will bind the whole group	277
Colonies	newly settled communities or countries that belong to an older national group	50
colonists	persons living in a colony	50
commissions	government groups, usually headed by several officers with equal powers	96
committee	group selected to do a special piece of work	24
common defense	acts for protecting all the people of a country	81
community	a group of people living together who have some common interest	2
community centers	buildings, rooms, or open spaces where the people of the community can meet for community business or pleasure	164
compact	an official agreement	76

Word	*Meaning*	*As used on page*
compel	force someone to do something unwillingly	94
competitive	in which one's work is compared with other people's and one is required to do as well or better than others	276
complicated	with several parts so woven together as to be hard to understand	82
compromise	make a bargain in which each person or group gives up something in order to make agreement possible	66
conclusions	final decisions	189
concur	agree officially	96
concurrent powers	powers that the Nation and any State may use at the same time	82
condemnation	a finding that a person is guilty and must be punished	94
conditional	not absolute, but granted on certain clearly understood terms	255
Confederation	the group of 13 original States under the Articles of Confederation	64
confidence	trust, belief in someone's honesty or ability to make good	33
confirms	makes something stronger by agreeing to it	95
conflicts	is contrary to, or in opposition to	206
confusion	disorder	23
congregations	groups of people who come together for religious services	6
Congress, the	the national group of lawmakers in the United States	12
consent	agreement	94
consequently	as a result of factors already mentioned	99
constable	a law-enforcing officer of a town or township	137
constituents	the group of persons who vote for and elect an official to represent them in a public office	309
constitutional	in agreement with the principles of the Constitution	34

Word	*Meaning*	*As used on page*
Constitution of the United States.	set of general rules and principles of government on which the whole Federal Government of the United States is built	12
constitutions	sets of general rules that are the foundation upon which organizations are built	31
consuls	officers who represent a nation in business matters in a foreign city	82
contacts	places where things touch	21
contagious	likely to spread easily from one person to another	160
contest	struggle	76
Continental Congress	a group of delegates from all the Colonies which met first in 1774 to make plans to protect the rights of the colonists	55
contradict	deny the truth of another person's statements	153
contrary to	against	102
control	power of directing or guiding persons or things	24
convenient	handy, well suited for ready use	34
convention	a meeting of delegates	65
conversations	informal exchange of thoughts through spoken words	149
convicted	found guilty of a crime	182
convinced	satisfied by argument	78
cooperates	works in a friendly way with other people	33
cooperative	having all units working together to bring about one result	311
copyrights	legal rights protecting the work of authors from being used by other people	129
coroner	officer who inquires into deaths when there is reason to suppose that they are not due to natural causes	184
corporations	groups of people who join in business, each group with legal permission to act as one person	45
council	a group of persons who meet together for discussion	168

Word	*Meaning*	*As used on page*
counterfeiting	making imitation money for the purpose of passing it as good money	242
counties	parts into which a State is divided for government purposes	1
created	made new	60
Creator	God, the Supreme One	60
credit	arrangement by which a person can get goods or money from another person who trusts him to pay for them later	123
creditors	persons to whom sums of money are owed	182
criminal groups	persons who join together to do things that are against the law	3
crises	times when difficult decisions must be made	99
Critical Period	the time when difficult decisions had to be made	64
criticize	find fault with a person or thing	111
critics	persons who express their judgment about people or things (usually an unfavorable judgment)	141
crop rotation	the planting of different kinds of crops on a piece of land each year to prevent taking out of the soil certain values and wearing out the land	272
Currency	money in use, either coin or paper money	241
customs	common uses	1
customs duties	taxes imposed by law on merchandise brought into a country	294
	D	
debate	regulated presentation of arguments in public	245
decisions	acts of deciding, or statements of what has been decided	22
decisive	deciding, having final influence on the result	56
Declaration of Independence.	the public statement by which the Continental Congress declared the 13 North American Colonies to be free from Great Britain	57

Word	*Meaning*	*As used on page*
declare	say	13
deductions	amounts allowed to be subtracted	294
deeds	written papers, prepared according to law, transferring the ownership of real estate to someone else	182
defend	protect from danger	14
defines	explains just what a thing is, or how it is done, or can be done	93
definite	clearly known	11
delegate	pass on to others	23
delegates	persons to whom other persons give authority to represent them, usually at a meeting	55
deliberately	acting only after careful thought	76
demand	ask or call for with authority	56
democracy	a government of the people, by the people, for the people	11
democratic	governed by the power or authority of the people	23
demonstrate	to prove by doing	15
Departments	Government executive groups formed for some particular purpose, as the Department of Justice	96
dependent	relying upon others for support	45
dependent areas	public lands placed under supervision of an Executive Department	271
dependents	persons who depend on other persons to pay their living expenses	294
deprived	forced to give up something	114
deputies	representatives	66
deriving	drawing or receiving	122
descendants	all the children, grandchildren, great grandchildren, etc., of the same parents	108
destructive	having the power to destroy, ruin, or tear down	122
details	particular parts of anything	96
development	an advance to meet new needs	90
develops	advances to meet new needs	90
devise	make up, plan, or prepare	329
dictators	leaders who have autocratic authority for a short time	115

Word	*Meaning*	*As used on page*
dictatorship	autocratic authority given to a leader	22
diminished	reduced in amount, made less	286
direct	guide, or cause to move in a chosen direction	92
direct taxes	taxes that must be paid by the taxpayer direct	243
disagreement	failure to agree	22
discharged	freed	245
disclaims	denies any connection with or claim to	95
discuss	talk over	9
discussion	talking things over	23
disinfect	purify or make free from germs or contagion	160
disposing	getting rid of	163
disputes	quarrels	64
disqualifications	qualities that prevent a person from doing some task	95
dissenting	voting "no"	76
distinguish	make a thing stand out from other things	218
distrust	feel no trust or confidence in	64
distrustful	having no trust or confidence in what is going on	67
dividends	amounts divided among owners of a company as their share of its profits	293
document	a written or printed paper that often is used as a guide for action	57
domestic	at home	14
domestic tranquillity	peace at home or in the community	81
draft	wording, choice of words to express ideas already agreed on	71
drainage	system for carrying away waste water	161
drones	persons too lazy to work	331
duties	those things which a person should do	16
	E	
economic	related to the production, distribution, and use of wealth	264
education	teaching and learning	6
effect	bring to pass	122

Word	*Meaning*	*As used on page*
effective	successfully producing the end desired	92
efficiency	the way to get the best results with the least cost of time, money, or effort	208
elected	chosen by the votes of members of a group	11
electors	persons chosen by the voters to meet and select a President and a Vice President for the United States	79
eligible	fit to be chosen	208
employees	persons employed to do work	168
enacted	made into law	204
encourage	give someone the courage or desire to do something	150
endowed	given valuable gifts or rights	60
endure	last	99
enemies	those working against something	14
enforcing	using authority, or even force, to put a law or rule into effect	40
enlightened	well informed	148
erosion	the wearing away or washing away of soil and rocks	197
established	set up or created	50
establishment	setting up, putting into effect	76
estates	properties left by persons who died	182
evasion	a tricky way of hiding the truth	14
examination	the testing of a person's fitness by asking him questions	14
examiner	a person whose job is to test the fitness of another person by asking questions	15
exchange	trade, barter	107
executive	an officer or group of officers whose duty is to put something into effect, as a law	64
executive	having authority and power to put things into effect	71
exercise	use or practice	109
exerted	used forcefully	151
exist	keep on living	21
expenses	cost of things	44

Word	*Meaning*	*As used on page*
experience	that which has been learned by having tried a thing	40
experienced	having remembered and profited from trial and practice	65
experiment stations	places where new ways of doing things are officially tested	195
experts	persons who are widely experienced or thoroughly informed about some particular thing	158
explicit	explained very clearly	76
explosives	substances, such as gunpowder or dynamite, which cause a violent bursting	162
exports	articles shipped out of a country	243
express	make clear by act or word	137
F		
facilities	ways of doing things easily; good equipment and arrangement	272
favor	take sides with, try to help	141
favorable	for instead of against	76
features	important and noticeable parts	21
Federal Government	the persons who have charge of the public business; and the organization (big enough for the whole nation) that they manage	1
Federal system	the central government working in agreement with state governments	81
feeble-minded	persons whose minds are weak	163
fertility	ability to reproduce or grow things in plenty	271
fertilizers	material that makes the soil more fertile and feeds the plant life in it	197
fidelity	faithfulness, loyalty	14
filter	strain through something that will remove impurities	160
final	the last	15
finance	the system by which money is raised and spent	173
financed	furnished with money	313
financial	related to money matters	264
fines	punishment by requiring payment of money	94
fleet	a number of ships under one command	59

Word	*Meaning*	*As used on page*
forbidden	ordered by someone in authority that something is not to be done	51
foreign trade	business of buying and selling between people of two countries	32
formal	done according to set rules	90
founding	starting or setting up	51
franchise	a special right or privilege granted by a government to some definite person or group	175
fraud	trickery	76
G		
gallons	liquid measures, each containing 4 quarts	160
garbage	waste food matter	25
garbage-disposal plant.	a place where household refuse is gotten rid of	165
generous	free about giving things away	105
good moral character	qualities that result in good conduct—usually honesty and respect for the rights of others	13
good will	willingness to live or work together well	43
grand jury indictment.	a legal accusation of wrong usually made by a special group of citizens chosen to decide whether a person shall be brought to trial	94
grants-in-aid	money paid by the Federal Government to such State governments as are willing to cooperate in relief and welfare projects	297
guaranteed	made safe or certain	85
guilt	the fact of having broken a law	209
H		
harbor	a body of water forming a safe place where vessels may stay	32
headquarters	a principal place of business	182
hearings	public meetings that are held to discuss bills	204
hospital	a building in which sick persons are cared for	4

Word	*Meaning*	*As used on page*
House of Representatives.	a group of elected representatives chosen by the people to make laws, particularly the "lower house" of Congress	67
houses	organized groups of lawmakers	130
humblest	most modest or least known	329

I

ideas	thoughts or opinions	67
idiots	persons without sound minds from birth	117
ignorant	untaught, lacking in knowledge	148
ignore	pay no attention to	245
immigrant	a newcomer to a country	12
immunities	privileges that let people be free of certain obligations or requirements	305
impartially discharge.	fairly, justly, without taking sides to complete, finish, carry out	287
impeachments	accusations of wrongdoing or error against government officials for their public acts	235
impose	lay a burden or weight on	113
imprisonment	condition of being locked up in prison	114
improve	increase in value or quality	40
improvement	that which increases a thing in value or quality	24
inaugural address	the speech that is made by the President when he has taken the oath of office	254
inauguration	the act of taking the oath of office by the President	95
income tax	a payment to a Government, the amount of which is determined by the taxpayer's earnings or profits	95
inconvenience	discomfort; something that gives a person trouble	43
"incorporated"	authorized by the legislature to have a local government	181
incumbent	which are laid	287
independence	freedom from being ruled by someone else	50

Word	*Meaning*	*As used on page*
independent	not needing the support, or subject to the control, of someone else	50
indifferent	not caring seriously	137
indivisible	not possible to be separated or divided	301
influence	power of a person to sway the opinions or actions of others	65
informal	done in easy ways that are proper but not according to set rules	90
inhabit	live in	136
inhabitants	people who live in a place	59
inheritance	any property that passes to a person by law upon the death of another person	295
initiate	make a beginning, set things going, introduce	154
initiative	legal right reserved by the voters of some states to start the lawmaking process themselves, without waiting for their representatives to act first	154
innocence	being not guilty	115
insane	mentally unbalanced; mad; crazy	117
inspected	looked at carefully	45
inspection	careful study or inquiry made by actually looking at the thing examined	45
instituted	set up, established, or organized	122
institutions	anything built up solidly for a definite purpose	136
insurance	protection against loss	45
insurance companies	businesses that contract to pay money in case certain events occur, as fires, accidents, deaths, etc	198
interest	a fee paid for the use of money	293
interests	special things that a person or group likes	2
interfere	act in a way to hamper the actions or freedom of another person	53
interpreted	explained in language that the listener understands	96
invasion	an unfriendly entering or attack	67

Word	*Meaning*	*As used on page*
invested	used money to buy some other kind of wealth	198
investigating	making careful inquiry about	184
investigations	systematic inquiries	247
investors	persons who use their money to buy stocks and bonds	277
involved	included, as a necessary part	207
irrigate	supply farm lands with enough water to make plants grow	197
issuance	act of giving something out officially	162
issues	questions up for decision on which there are different opinions	148
italic type	printed letters which slope to the right	9

J

judicial	having to do with a court of justice	130
judiciary	a system of courts of justice	71
jurisdiction	the lawful power of a government over its people and their property	12
jury	a group of citizens who are chosen to listen to trials in a court and to decide which side is right	43
justice	absolute fairness	81
justices of the peace	judges of local courts that are authorized to decide only simple cases	180
juvenile delinquents	children who do not obey the law	163

L

labor commissioner	an executive officer having charge of matters concerning wage earners	207
landlord	an owner who rents his land or buildings to someone else	44
law-abiding	obeying the law	106
lawlessness	total disregard and disrespect for the law	184
lawsuits	actions by which one person sues another in a law court	94
lectures	speeches on chosen subjects	149
legal	in agreement with law, or connected with law	84
legislative	having power or authority to make laws	71
legislators	members of lawmaking groups	149

Word	Meaning	As used on page
legislatures	lawmaking bodies	91
liberty of conscience	freedom to think what you believe is right	78
libraries	buildings or rooms where books are kept to be read	45
licenses	authority to do certain acts or carry on certain businesses	117
litigation	the act of carrying on a suit in a law court	284
livestock	farm animals, such as cattle, sheep, pigs, and horses	271
local	closely connected with one place	2
local problems	neighborhood questions that need answering	46
located	placed	131
loyal	faithful	13
luxuries	things bought for a person's pleasure and not needed for actual living	296
M		
maintain	keep up	96
major	larger	141
manage	carry on	6
manufacture	the making of an object, usually by machinery	95
mass meeting	meeting open to everybody who comes	126
materials	substances	162
mayor	head official of a city government	139
member	one who is part of, or has a share in, a group	3
membership	the belonging to a group formed for a common cause	3
mental reservation	some thought that you hide in your mind and do not tell anyone	14
merchant	a person whose business is to buy and sell things	44
militia	an organization of soldiers who in peacetime have other jobs, and who drill and are trained only on a part-time basis	43
model	something to be copied	66

Word	*Meaning*	*As used on page*
monument	something large and fine, built or kept up to remind us of some person or past event	75
morals	personal conduct as to right and wrong	198
mortgages	legal papers providing for the future transfer of property in case some promise, usually to pay back money that is borrowed, is not kept	182
municipal	having to do with a city	209
museums	places where collections of curiosities or objects of interest or works of art are kept to be seen	164
	N	
natural resources	natural wealth that can be made useful to the Nation	270
naturalization	the way in which foreign-born persons are given citizenship	12
naval bases	fortified starting points from which war vessels may operate	265
neighborhood	place where people live close together; everything near you is in your neighborhood	2
nominating	naming a candidate for office	97
nominees	persons who are named as candidates	139
noncitizens	persons who are not citizens of the country in which they live	105
	O	
obedience	doing what one is told to do	36
objective	purpose or aim	6
obligation	something we owe or must do	14
obscure	not well known	221
occupations	ways of earning a living	57
officers	persons given authority by a group to hold definite jobs or "offices"	44
officials	officers	44
official	issued by the Government	15
oligarchy	a government in which a few people have the final word	22
operate	do work	21

Word	Meaning	As used on page
opinions	what a person thinks, without knowing it to be true	66
opportunity	chance to better oneself	1
oppression	cruel use of authority or power	75
ordain	give a formal order for	80
orderly	peaceable, free from sudden change by violence	25
ordinances	city laws	131
originate	take the first action on	237
orphans	children whose parents have died	129
overseers	persons in charge	185
ownership	authority over things that belong to one	118

P

Word	Meaning	As used on page
paramount	first, supreme	277
pardon	excuse or forgive, relieve from further punishment	206
paroles	releases of prisoners on their word of honor to observe certain conditions	266
Parliament, the	name for the British lawmaking group	53
passed	adopted and made binding on the people	131
passports	official documents issued by governments to their citizens when they wish to travel in foreign countries, requesting that the holders be permitted to travel safely	264
patriots	persons who love their country and try to improve it	115
peaceably	in a peaceful way	107
peculiar	special, especially belonging to	201
penal institutions	buildings or other places in which persons are imprisoned as a punishment for lawbreaking	266
performances	things done	141
permit	a written or printed card authorizing a person to do something	113
persecuted	treated with repeated acts of cruelty	51
persuade	win over by argument	57
petition	to make a written application	13
petit jury	a group of persons, usually 12, chosen to hear and decide cases in court	211
petty	small or unimportant	183

Word	*Meaning*	*As used on page*
physical	relating to the human body	162
Pilgrims	persons who left England to find religious freedom	51
piracy	robbery on the high seas	242
"platform"	American word for the principles of a political party	140
plurality	the excess of votes over those cast for the next highest opponent	119
point of view	an argument seriously presented in a public discussion	153
police power	authority given to a law-enforcing agency to do those things necessary to protect the health, safety, peace, and general welfare of a community	184
policies	plans for present or future official action	112
political parties	organized groups that urge certain ways of running a government and try to get their own members elected to office	21
polling place	place where citizens vote on election day	139
population	people living in some particular place or area	78
populous	having many people	202
"posse"	a group of persons in a county whom the sheriff has called together to help arrest criminals or preserve the public peace	184
possession	anything that a person or nation owns and holds	95
posterity	our children and their children, and so on; our descendants	80
posters	printed statements or pictures intended to be fastened in public places	153
potentate	one having great power, as the ruler of a country	14
practice	do a thing many times	109
practices	things done many times	97
Preamble	an opening statement	81
precinct	a small division of a city or county made for governmental purposes	144
preserve	keep safe or in good condition	69
President	the chosen chief officer of a group	11

Word	Meaning	As used on page
press, the	anything printed and offered to the public, such as newspapers, magazines, or books	78
primary election	special election at which each political party nominates its candidates for office by its own votes	139
principles	general rules or true beliefs that can be used as a foundation for other rules or plans	13
privilege	a special advantage that we should prize	44
probate	having to do with proving that a will was properly made by a person who has died	210
problems	questions to be answered	2
proclaimed	made a public statement about an important thing	57
production	the act of making or growing	271
profit	gain, sale of an article for more than was paid for it	51
programs	orderly arrangements of things hoped or planned to be done	24
prohibited	forbidden, not allowed	83
project	plan for work to be done	107
promote	raise from one school grade to another	23
promote	bring or force forward	81
property rights	rights that a person has in things that he owns	36
proposed	offered for action or argument	90
prosecuting attorney	a government law officer who argues in court for the conviction of persons accused of having broken the law	183
prosocial	for the good of the people	4
prosper	get along well	32
protection	a guard or defense against danger or loss	25
pro tempore	acting for a limited time during the absence of the regular officer	243
protested	objected to (usually against something that injured the objector)	69
provides	makes ready for future use	93

Word	*Meaning*	*As used on page*
public ministers	high officials sent by one nation to represent it in dealing with another nation; lower in rank than ambassadors	82
public utilities	services furnished for public use, such as gas, electricity, telephone service, or bus or streetcar service	164
published	printed and offered to the public	78
punishments	pain, suffering, or loss because of crime	94
pursuit	search for	60

Q

qualified	met certain requirements	13
"qualified voter"	a voter who meets the requirements of the law	138
qualify	prove our fitness for something	11
quarantine	keep persons or places separated because of the danger of spreading disease	160
quartered	given a place to live (usually said of soldiers)	114

R

"railroaded"	an American expression meaning that the accused has been sent to jail without a fair chance of telling his side	115
range lands	open unfenced areas on which cattle, sheep, or horses may graze	270
ratification	adoption, acceptance, favorable vote	71
ratified	accepted and made official	75
rebellion	organized resistance of citizens against their government	243
recall	take away the right to hold office	154
receiver	a business manager appointed by a law court to straighten out a business that cannot pay its debts	276
reception	formal occasion on which a person or group officially greets or welcomes other persons	264
reclamation	bringing something, such as land, back to use or production	271
recognize	accept with approval	85
recognized	accepted	59
recommendation	act of asking for favorable consideration	169

Word	*Meaning*	*As used on page*
redress of grievances	changes to correct conditions that put persons in danger or make them unhappy or uncomfortable	109
referendum	legal right reserved by the voters of some States to have the last word on acts of the legislature and other public questions by voting directly on them	154
regulate	make rules for, or do a thing according to rules	26
regulation	rule to limit or direct action (usually government action)	45
reject	refuse to accept	154
relations	well-understood connections between two or more persons or things	96
relationship	a well-understood connection between two or more persons or things	32
religious beliefs	a system of faith and worship	2
renounce	declare against, or disown	13
repealed	canceled, given up	95
repel	drive or force back	242
representation	choice of a few persons to act for a larger group	67
representatives	persons chosen to act for a group	24
reprieves	temporary delays in applying punishment	266
republic	a country governed by leaders who are selected by the people themselves and are expected to do what the people want	1
republican form of government.	a government by leaders who get their authority directly or indirectly from the people	85
reputation	what other people think and say about a person	111
reserves	saves especially for a purpose	82
reside	live	12
residential	used for homes	163
resolution	statement of an official group adopted by vote	76
respecting	about, with relation to	109
responsible	ready to answer for one's acts	23
responsibility	readiness to answer for one's acts; or a call to duty that must be answered	24
revenue	the income of the Government	235

Word	*Meaning*	*As used on page*
review	consider over again	210
revise	improve by changing	72
right of self-government.	right of a group of people to manage their own affairs	1
rigid	stiff, unbending, unable to change in form	330
road supervisors	officers who have charge of roads in a county or district	180
rule of the majority	the vote of more than half of those voting	119
	S	
safeguard	guard to protect safely	313
scientific	based on knowledge and system	195
secure	make a thing safe	72
seizure	quickly taking and holding by force	94
self-evident	so clear that nobody can misunderstand	60
self-sacrifice	a giving up by a person of things he needs, usually in order to help other persons	43
Senate	a group of lawmakers—particularly the "upper house" of Congress	67
sentence	several words used together that express a complete thought	81
sentence	order by a judge for punishment	120
sentenced	ordered by a court to undergo punishment	182
service	a useful thing to be done or given	26
services	religious meetings for the purpose of worshiping God	20
session	meeting	37
sewage	waste and undesirable liquids or other matters carried off by sewers	118
sewers	pipes or other drains for carrying off water, sewage, or other waste	161
sheriff	a law-enforcing officer of a county	43
shortages	amounts that fall short of what is expected or needed	271
similar	somewhat alike	30
sources	places from which anything comes or is gotten	68
sovereignty	a kingdom or very powerful state	14

Word	*Meaning*	*As used on page*
Speaker	the officer who presides over the House of Representatives	243
specified	named or set apart particularly	220
standards	fixed rules or measures	22
statistics	a study of any subject by the use of numbers	273
stupid	having a very dull mind	156
submitted	passed on to someone else for action or assent	84
sued	forced to appear in a law court to answer someone's claim of wrong or damage	111
sufficient	enough	76
superintendent	a person who watches and directs the activities of others in an organization	30
superintendent of schools.	chief officer having authority over the schools in a district	185
supervises	has the duty of overseeing	173
support	uphold	14
suppress	put down by force	242
supreme	highest, most important, having most authority	63
surpluses	amounts that are greater than what is expected or needed	271
surrender	give up	59
suspected	believed to be guilty	112
suspend	interrupt, hinder the enforcing of	243
system	an orderly arrangement	22
	T	
take effect	operate	91
tariff	a tax on goods imported into a country	294
taxable	property that should be taxed	185
taxes	money that people must pay to the Government to help pay its expenses	33
tax rate	amount of tax to be paid, as measured by the value of the property taxed	171
temporary	lasting only a short time	77
tenant	a person who is delegated or allowed to use the property of another person, usually in return for the payment of rent	123

Word	*Meaning*	*As used on page*
testify	swear to the truth of a statement	94
thrifty	eager to save money or things of value	156
timberlands	lands on which trees are growing thickly	197
title papers	papers showing ownership of land and buildings	182
"toll"	a fixed charge for some privilege, as of traveling on a road or bridge	196
tortured	put under extreme pain	120
town	a community larger than a village; also a form of government	6
townships	parts into which a county may be divided for government purposes	1
traitors	persons who go against their allegiance	57
transactions	business deals completed	295
transportation	way of getting from one place to another	30
transportation lines	companies that operate vehicles or ships to carry persons or goods	197
treaty	an important agreement between two or more nations	59
trial	hearing in a court of justice	94
trustees	persons who are trusted by others to represent them in business matters	181
tuberculosis	a disease, usually of the lungs	194
tyrants	heads of countries who rule by force and cruelty	115
	U	
unalienable	that which cannot be taken away	60
unanimous	all agreeing	211
underpasses	passages underneath, as where a road is built under a railroad bridge	182
uniform	of the same form with others	129
Union	things joined to make a single whole, like the States in our Nation	64
units	single things, single parts of a group or organization	7
universities	places of higher education	6
urban	relating to cities and towns	251
utilization	to make use of	277
	V	
valuation	the value or worth	185
vary	are different from one another	3

Word	Meaning	As used on page
verdict	decision of a jury	211
vested	placed under the authority of	228
veto	refuse to approve	169
vigorous	full of life	65
villages	small communities	1
violate	break	149
violation	breaking of a rule or law	95
violence	rough treatment, force	113
visas	official permits for aliens to proceed to a country and apply for admission	264
vocational training	training for different kinds of jobs	162
void	empty, having no effect	209
voluntary	according to one's free will	43
vote	express one's choice between men or plans by indicating "yes" or "no"	44

W

Word	Meaning	As used on page
warrant	a legal order	94
waste material	worthless matter	161
waterworks	a system by which water is furnished in large quantities, usually to a town or city	160
wealthy	rich	72
weapons	things to fight with, as guns	56
welfare	good living conditions	46
wills	legal papers in which persons declare what they wish done with their property after their death	182
withdraw	to get away or to take away	64
witness	one who tells what he knows about something	94
witnesses	persons brought before a judge or government officer to tell what they have seen or heard or know about something	14
worship	pay honor to a supreme being	20
writ of habeas corpus	court order requiring that a person named shall be brought into court so that the judge may decide whether he is being unlawfully deprived of his liberty	243

Word	*Meaning*	*As used on page*
	Y	
yields	gives way to	218
	Z	
zones	areas, divisions of a city in which the kinds and uses of buildings are strictly limited	163

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